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ABSTRACT

The purposes of the study which this report describes were to assist the San Francisco Public Library in further documenting the need for a new main library building, to consider financial alternatives, to recommend a site, and to develop a program of facility requirements for the future. Although not an organizational study, it has considered the problem of defining the future role of central service, developed data on patterns of library use by the system-wide user, and considered the impact of extending existing services and developing new services, as well as the effect of expected changes in existing operations and new technology on main library facilities. Because information on the library user was almost nonexistent in San Francisco, a major portion of the study effort was allocated to a system-wide and main library user survey as well as a staff and children's questionnaire. No comprehensive survey of the library user had ever been done, and the present circulation system is not an efficient vehicle for data collection and analysis. The results of the survey document the extent of existing use of the library system. This data can be used as a base line for updating the library's knowledge of the user and his patterns of use during the next three decades. (Author)

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THE URBAN CENTRAL LIBRARY

LI 004 240

DEVELOPMENT ALTERNATIVES FOR SAN FRANCISCO.

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CITY AND COUNTY OF SAN FRANCISCO PUBLIC LIBRARY COMMISSION

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PREFACE

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If you want evidence of whether a city is preparing for the future, examine its public library system, and particularly its central library. The city with a traditional and limited library is looking to the past. The metropolitan center preparing to renew and revitalize itself will be transforming its library into a modern intelligence and media center, for everyday life in the branches and for its specialized life in the main building.

San Francisco is and will continue to be a vital city in itself, as well as the commercial and cultural nucleus of its region. Such a center needs a knowledge base and an information data bank, which is the function of the modern central library in the city. This is not a matter of adornment of the metropolis or of perpetuation of a time-honored institution. San Francisco to remain vital requires a knowledge resource just as a great industry needs an information center or a great university needs a research materials center.

Some people look on public libraries as carry-overs from the past and as not very essential in meeting present-day urban pressures. They also paradoxically look forward to a fanciful library of the future, somehow compressed into a computer and generating knowledge on demand.

The 25–30% of the city population that makes regular use of the public library would contest any downgrading of the importance of the institution. In fact people who are not regular users attach value to the agency, as evidenced by public opinion polls and by frequently favorable response to library bond issues. Public support for the library is not particularly vociferous and dramatic, but becomes manifest when action is taken to deprive people of service. A year ago the Mayor of the City of New York, seeking economies to meet stringent financial problems, proposed a cut in library budgets which would have closed some community libraries and curtailed hours in central units; strong public protest prompted the early restoration of the proposed cuts. A little earlier the City of Newark faced the prospect of closing its libraries, and there also the people reacted in indignation, on the grounds that this agency of self-education was precisely the place not to cut in view of the severe problems confronting the city.

As to the library in the computer, there is no doubt that new technology will significantly alter future library operations. Records will be kept automatically; books and other materials will be handled in new operations systems; catalogs will be produced from machine-readable tapes; some kinds of information will be available on demand from data banks; and images will be communicated rapidly to other libraries and to individual users at a distance.

Indeed these promising technological developments constitute one practical reason why a large city needs a functional central library building in order to be able to progess with the times.

But so far as the most imaginative planners can see, over the next half-century, central knowledge reservoirs will still be needed, as the origin of data going into classroom, office, laboratory, council room, and home. And at the personal level, direct access to a library or materials center will still be desirable, whether for the child reaching for his first book, the community leader getting background on schools or housing or employment, or the businessman seeking information on a new market. In particular will strategically-placed central and metropolitan libraries be needed, as the centers of networks that will reach to whole regions.

San Francisco, perhaps of all cities in the United States, demands a central intelligence agency for its people, for its cultural institutions, for government activities, and for business. This is not a city about to become a vast slum, populated primarily by people who make limited use of larger library collections. This is not a city from which business enterprise is being drained, with corporate headquarters shifting to the distant suburbs. Nor is it a city which is losing its cultural force and freshness.

San Francisco will remain a vital center – if its services and institutions are not allowed to decline. Transportation and safety and freedom from pollution take priority if the city is to be maintained. But not far behind are the agencies of education and information, including the public library. The physical and safety factors make it possible to live; the educational and information sources make it possible to live productively.

The critical problem is maintaining and improving the quality of life of the city. Seeking to do this without an effective central library is a little like trying to maintain a school without learning materials or running a government without reports and plans and facts. Personal development and social action and economic growth come not alone from what we already know, but from what we find out as new challenges arise.

Maintaining the city at its best is part of the task. Enabling the city to move forward and realize its potentialities in the next decades is equally fundamental. Is San Francisco to take on specialized economic functions in the period ahead, in line with the emerging role of metropolitan centers? Will its government officers and community leaders seek the city of the future, rather than allowing the present center to decline? Will its cultural life respond to deep shifts in American values and expression? Will San Francisco be an attractive and exciting place in which the increasingly educated families of the future will want to live? If this is its destiny, San Francisco had better have a central library equal to the task.

The evidence in this report shows that the central unit of the San Francisco Public Library has declined. If it is allowed to decline further, a significant part of the past of the city will be lost – and a significant part of its future will never be gained.

The Role of the Central Library in the City

No part of the life of a modern city is static. Change, in the form of both destructive forces and of fresh opportunities, marks the urban scene. Commercial life today is different from what it was 25 years ago at the end of World War II and it will be different again 25 years in the future as we approach the end of the century. Government is more than physical maintenance of the city, and is now research and planning, social engineering, and preservation of the environment. Within the changing economic and governmental picture, urban dwellers seek a full personal life. Low-income families strive upward; persons of comfortable means seek purpose and satisfaction. Civic activity in local communities stirs as citizens reassert their role in deciding what happens to the city. A new urbanization is at work – not the former in-pouring of people to the city, for the resident population of San Francisco will not change much in the next decades, but more the giving of form and focus to the urban experience – in a complex process of search and reaction and experimentation that will determine the quality of life in America for the rest of the century.

What part does the public library play in this complex human process? In the local neighborhood it remains the window on a vast expanse of ideas and information and expression, the starting point, the doorway to a larger world. The central library of the city constitutes that wider world, the sum of what we know to help meet problems and to achieve aspirations. The relevance of the library applies not only to the intellectual, the historian, and the academic researcher but reaches into many aspects of urban endeavor.

The future commercial growth of San Francisco depends more on finance, on insurance, on the communications industry, on special management activities than on manufacturing. Retail trade and professional service in the city will be marked increasingly by specialization, with the more general trade and service activities occurring in decentralized locations.

The demand will thus be more for workers with theoretical and technical education rather than craft and industrial training. The professional – in medicine, law, social service, education – is no longer fully and finally trained when he graduates from professional school, but is engaged in a regular re-education process through journals, bulletins, monographs, films, research reports. Even the business manager, who could previously get by on judgment and drive, now needs the techniques of performance budgeting and operations analysis and cost control. And the individual employee, displaced from older jobs by change in the commercial functions of the city, turns to systematic study as he seeks reemployment. All these require a library as the resource greater than the individual's specific skills and limited store of knowledge. The urban economy can no longer thrive without the continuous feed-in of new knowledge.

Back of commercial enterprise stand science and technology. Here of all fields the nonscientist in the corporate headquarters, the banking or insurance office, the advertising agency, and the publishing house must rely on outside means and consult the record. The engineer, like other professionals, constantly updates and extends his expertise. The scientist and engineer record in their own laboratory and drafting room what they are doing, but they need the library to find out what others are doing.

Civic life in the city also is changing, both in the problems encountered and in the opportunity for individual participation. The citywide official struggles with the complexities of pollution; the local resident studies a rehabilitation project on which his view will carry weight. The public library appeared with the growth of democracy – today it is a strategic component in the revival of citizen concern which must mark the next period of living together in cities.

San Francisco has long been the cultural center of the western seaboard. Authors, artists, musicians have found stimulus and haven in the city, and the public has responded, constituting an enthusiastic and critical audience. Productive culture determines the character of a city as much as productive economy. The library is an institution of culture in its own right, and is used by more people than attend concerts or museums or art shows. If its central unit has the capacity, it also interacts with the other agencies of culture, to the point where the literary and artistic life of the city are inseparable from the library as a focal point for those dedicated to expressing man.

Self-education has always been a key factor in each individual's effort to improve his economic level. This applies no less today to persons of low income living in the inner city. Indeed, where people come from a background that does not enable them to adapt readily to the standardized and group teaching methods of the school, the library opens individual prospects in a many-track rather than a single-track system. For some people the public library is and has been the "informal classroom" long before this became the current interest of formal educators. Not only for individual self-study to realize potentialities, but also for group pride and traditions – black heritage, oriental heritage, Spanish heritage – the central library in the city can be a force.

For all people, whether of low income or high, this is a time of concern and in some cases of crisis in personal values. Our traditional values have their roots in the past, whether in Adam Smith or Thomas Jefferson or others, and are passed on by the family, the school, the church, the community, and the business organization. But these values are being challenged as inadequate or irrelevant. People young and old are reviewing where they stand and where they are going, looking again at the intellectual forefathers and also considering the writings of today, examining both their roots and their new perceptions. This is a complex and subtle experience, pursued by each individual in his own way: one person wants to go back and reread John Stuart Mill or Rousseau, while another wants to hear the contemporary plays of Pinter on records or see the experimental films of avant-garde movie makers. On a less philosophical plane, many people simply seek satisfying recreation, whether in reading itself or through print in finding what diversional activity will suit their inclinations. Each individual travels alone, and many move into unorthodox paths.

The most prominent single group in the mix of library users is made up of students. They are also the most dynamic and restless element. Students as individuals are among the most changing components in the population, for by definition they are engaged in study, in search, in constant use of resources. The number of college-level students is increasing rapidly in San Francisco as elsewhere, and they are on the average going further along the educational road, to more specialized objectives. For many, with limited collections and services in their own institutions, the central unit of the public library is in substance their media and resource center. Besides being more numerous and more specialized, college and graduate students are more vocal and demanding; they challenge a society that urges them to develop their full potential and prepare for productive lives and then does not supply them with the knowledge resources to achieve this goal.

San Francisco is becoming a city of specialists, in its commerical, governmental, cultural, civic, educational and individual dimensions. It is one of the first cities to have an adult population with an average education moving up into the college level. It needs a special library, which means a central public library of subject range and depth, covering the many forms of print and nonprint material, handled by a staff which combines professional background with an orientation to people, and housed in a building in which modern library service can be given. This report seeks to determine what is needed, based on use patterns of the people of San Francisco themselves, and then recommends how this can be attained.

The Role of the City Library in the Region

San Francisco is the center of a region of 4 million people. Some 175,000 workers come daily into the city at the present time; the figure will move up to 300,000 as central development continues and the Bay Area Rapid Transit system is completed. Additional residents of the region visit San Francisco at intervals, as students, shoppers, concert goers, and the like.

Nonresidents turn naturally to the central unit of the public library, as they do to any city facility that supplements the resources in their own municipalities. At present 12.7% of the users of the central library in San Francisco live outside the city. This figure can be expected to increase as transport is facilitated, specialization continues, and increasingly more specialized library resources are sought.

Suburban and decentralized libraries in the area also call on the stronger capacities of the central-city agency, for short-term loan of materials, for help on complex inquiries from local people, and for the assistance of specialized staff. This amounts to bringing part of the city facility out to nearby localities on demand, rather than individuals traveling to the center for the purpose. The Bay Area Reference Center in the San Francisco Public Library has been set up to handle this interlibrary demand, with financial support at present from federal funds which are distributed through the State of California. Over and above direct service, the larger library in the center of a region exerts an influence that reaches beyond city boundaries and can be a force for coordination of service over the region.

Central-city libraries have several alternatives in response to nonresident use. One is a policy of isolation, closing off use by outsiders on the grounds that they do not contribute to the financial support of the library. On a purely practical basis this policy is difficult to enforce, short of hiring personnel to stop each visitor at the door and refusing a seat or access to a book to each nonresident. A further complication is that many of the nonresidents work in the city, or attend school there, or contribute to its economy as customers. Refusing access also flies in the face of the reality of the existence of a collection that has value beyond the city boundaries, even as educational agencies and museums and musical centers and theaters in the city constitute a regional resource.

Or a substantial charge may be imposed on nonresidents who wish to borrow materials from the library. This is at best a half-measure, because much use by outsiders is on the premises, consulting specialized publications and receiving guidance from specialized staff. Further, persons living outside the city can get materials indirectly by interlibrary loan through their local libraries, and if this service were eliminated San Francisco would be hurting itself, because it in turn could not get materials from other libraries needed by its own residents.

Many city libraries drift along with the situation, not wanting to retreat into isolation and at the same time not pleased to be supporting service for outsiders. The practical effect is that plans are made and materials acquired as though the nonresidents were not there, and artificial barriers to use prevail, while the inequity of support continues, with city taxpayers paying for a facility used by the region.

The positive approach is to recognize the inevitable metropolitan and regional role of the large city library in the center, to build resources on this basis, and to develop a broad and equitable tax base for the service. A distinct step in this direction has been taken in the San Francisco Public Library in the form of the Bay Area Reference Center. This unit handles requests originating in local libraries. The implications extend beyond a service office for some forms of use and affect the various collections of the library, the total staff, and buildings.

The most far-reaching effect of planning central library service in a metropolitan and regional framework is in the financial base of the library. A metropolitan and regional resource should in some form have metropolitan and regional support. This can come, as it has in the past, as state or federal grants for designated periods of time and for specific purposes. But the more significant and sounder prospect is toward a sharing of tax support for educational services by the several levels of government. This has already occurred in the case of schools. For public libraries, the federal government has recognized financial responsibility since 1956. California puts relatively little state money into this arm of its educational program, currently about one-twentieth of the amount supplied by the State of New York for its local libraries. If a metropolitan level of government were to assume form in the San Francisco area, it also would be a party to support of a knowledge agency used by the region.

The point is that the San Francisco Public Library has a role to play in a period increasingly dependent on ideas and information. Even as it helped the city rise, and then to rise a second time, so the public library can contribute to the next changing and demanding decades. Its planning, its financing, its collections, its services, its personnel, and its construction program should be developed on this basis, as the knowledge center for the city and for the region.

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INTRODUCTION

San Francisco's main library was founded in 1878, destroyed in 1906, and rebuilt in 1917. The existing building amply represents the architectural concerns of its time. Contemporary critiques were concerned that the judges of the final design mostly considered abstract theories of Renaissance architectural style—paying minimal attention to practical or functional considerations.

The inscription carved on the cornice, "May this structure throned on imperishable books be maintained and cherished from generation to generation for the improvement of mankind," expresses a time and a library philosophy that did not anticipate radical changes now taking place in our society.

Imperishable books are but one aspect of contemporary library service, and improvement has many dimensions. In fact, one could contend that most books which are relevant at any particular time and lead to developing information and skills which give all of our citizens economic and political influence, are highly perishable.

This is not to say that the humanizing and civilizing role of imperishable books is not also needed to measure and deepen our progress. The quality, quantity, and character of the demand for modern library service, and the evolving organizational and technical means for delivering that service, require above all sensitivity to change in program and flexibility in the buildings that house library materials and operations.

Since 1917, the social changes of which we are all aware have resulted in shifting population patterns and a radically increased social investment in scientific and technical research and development with major impacts on business, economics, education, social organization, and the needs of our citizens. As a result, our society's need for effective distribution of information and knowledge has changed dramatically. The urban metropolitan public library must respond to these emerging responsibilities.

After the neglect of 40 years, and in response to mounting public complaints, in 1957 a newspaper expose of the main library's problems and inadequacies resulted in a series of actions that mark the beginning of a modern library system for San Francisco. This citizen interest led to a survey in 1957-58 by a leading library expert, which further documented our main library's state of disgraceful neglect and inability to respond adequately to the new demands being placed on it.

This benchmark study for a revitalized public library system in San Francisco was submitted to the city's Library Commission in 1958 by Emerson Greenaway. The study made significant recommendations for organizational changes, establishing new departments and strengthening certain old ones; it stressed the need for a new professional emphasis in library staffing, recognized the inadequacy of the book collections, and stated the importance of developing the San Francisco Public Library so that it could assume its natural role of leadership in Northern California. It was recommended that a long-range study be undertaken preparatory to rebuilding the main library. The report's recommendations on the main library building urged first, the construction of a new building; second, rehabilitation and remodeling of the existing building; and finally, but only as an expediency, redecoration and creation of open stack areas in the existing building. This was done, but has proved to be inadequate to meet changing needs for subject department reorganization and accumulation of materials now, let alone for the future.

During 1960 and 1961 A.H. McCann, Jr., made a series of reports to the San Francisco Public Library Commission. This was a student project of the University of California School of Architecture at Berkeley. They evaluated the existing building and made recommendations for remodeling and expansion. The studies were followed by a plan for development published by the San Francisco Library Commission in 1961 and 1962. That plan, moving in the directions set forth in the Greenaway report, made further recommendations for library reorganization, reorganization of certain subject departments and technical processes, improved personnel policies, an expanded program of public information, and improvement of the library's physical plant and housekeeping functions.

In early 1964 a study of main library facilities was made and published as a joint report, prepared by the San Francisco Library staff, library consultants C.M. Mohrhardt and R.A. Ulveling, and architect John S. Bolles. This study further documented the lack of existing main library facilities for accommodating internal changes and growth in library materials and services. It analyzed the lack of general facilities for public services, analyzed the existing building, and considered alternative ways of extending facilities on the existing site. The culmination of the study was the devleopment of a program of facility requirements for the construction of a new main library building.

During this period it was recognized that the State of California was falling behind other states in providing public library service. In a 1965 report to the state librarian by Lowell A. Martin and Roberta Bowler on statewide library service, it was proposed that (1) a coordinated statewide plan for public libraries be developed; (2) the responsibility and role of state government in providing adequate library facilities for Californians be clarified; and (3) the amount of money for library programs be substantially increased. Recognizing the library's role as an educational facility used by most of the people, they recommended that library budgets be raised to 1% of public expenditures in California. They recommended five levels of public library service: local community libraries, reader subject centers, library systems, reference and research centers, and state library coordination.

The plan stated the need for "superlibraries" in concentrated metropolitan areas and designated locations in San Francisco, Los Angeles, and Sacramento. They recognized that the Los Angeles Public Library had a relatively strong base for specialized reference and research service, but that the San Francisco Public Library System was more limited, although its 1965-66 budget exceeded $3 million, with more than $500,000 earmarked for books and other materials. Recommended program goals for reference-research libraries included service to individual library users and library systems. They were to function as centers for consulting specialized material, sources of interlibrary loan requests, and as interlibrary reference centers using rapid communication devices. The three reference and research centers were to receive special state grants for serving this advanced-level function.

Current state library plans recognize four levels of library service designating the public reference-research library as Service Level III. In August 1967 the Bay Area Reference Center (BARC) was established as a project of the San Francisco Public Library. It was financed by a Federal Library Services and Construction Act grant administered through the California State Library. As the project was initially conceived, the San Francisco library was to serve as a third level regional reference center for six counties on the northern rim of San Francisco Bay. The project is now in its fourth year of operation and is expanding its service area.

Again in October of 1966 a proposal for a new main library building was made by the Library Commission. This proposal recognized for the first time the implications of the state plan and the role of the main library as a regional reference center. It emphasized the inadequacy and poor design of the present main library building as documented in the 1958 Greenaway report and the 1964 Mohrhardt-Uleveling-Bolles report.

During the past 12 years, after 40 years of neglect, the San Francisco Public Library has embarked on a program that will revitalize service in the system and at the main library. During these years much has been accomplished: an administrative reorganization, the development of specialized subject departments, the expansion of the book collection, the addition of some audio-visual materials, preliminary planning of electronic data processing applications, and the beginnings of what could become significant outreach programs. These changes have resulted in significant improvement of service but are not enough to bring the San Francisco main library up to the levels of performance of such cities as Boston and Los Angeles.

As it now stands, the main library building has reached its capacity for materials and public seating. As the collection grows into public seating areas and the corridors, it is increasingly difficult to serve the public. The building cannot be economically rehabilitated to provide modern and efficient library service. It presents problems which are a constant source of hardship to a loyal and dedicated staff in their day-to-day operations.

The purposes of the study which this report describes were to assist the San Francisco Public Library in further documenting the need for a new main library building, to consider financial alternatives, to recommend a site, and to develop a program of facility requirements for the future. Although not an organizational study, it has considered the problem of defining the future role of central service, developed data on patterns of library use by the systemwide user, and considered the impact of extending existing services and developing new services, as well as the effect of expected changes in existing operations and new technology on main library facilities.

Because information on the library user was almost nonexistent in San Francisco, a major portion of the study effort was allocated to a systemwide and main library user survey as well as a staff and children's questionnaire. No comprehensive survey of the library user had ever been done, and the present circulation system is not an efficient vehicle for data collection and analysis. The results of the survey document the extent of existing use of the library system. This data can be used as a base line for updating the library's knowledge of the user and his patterns of use during the next three decades.

The study was financed under an advanced planning loan from the U.S. Department of Housing and Urban Development. The Public Library Commission acting as the agent for the City of San Francisco, retained Arthur D. Little, Inc., to complete the work.

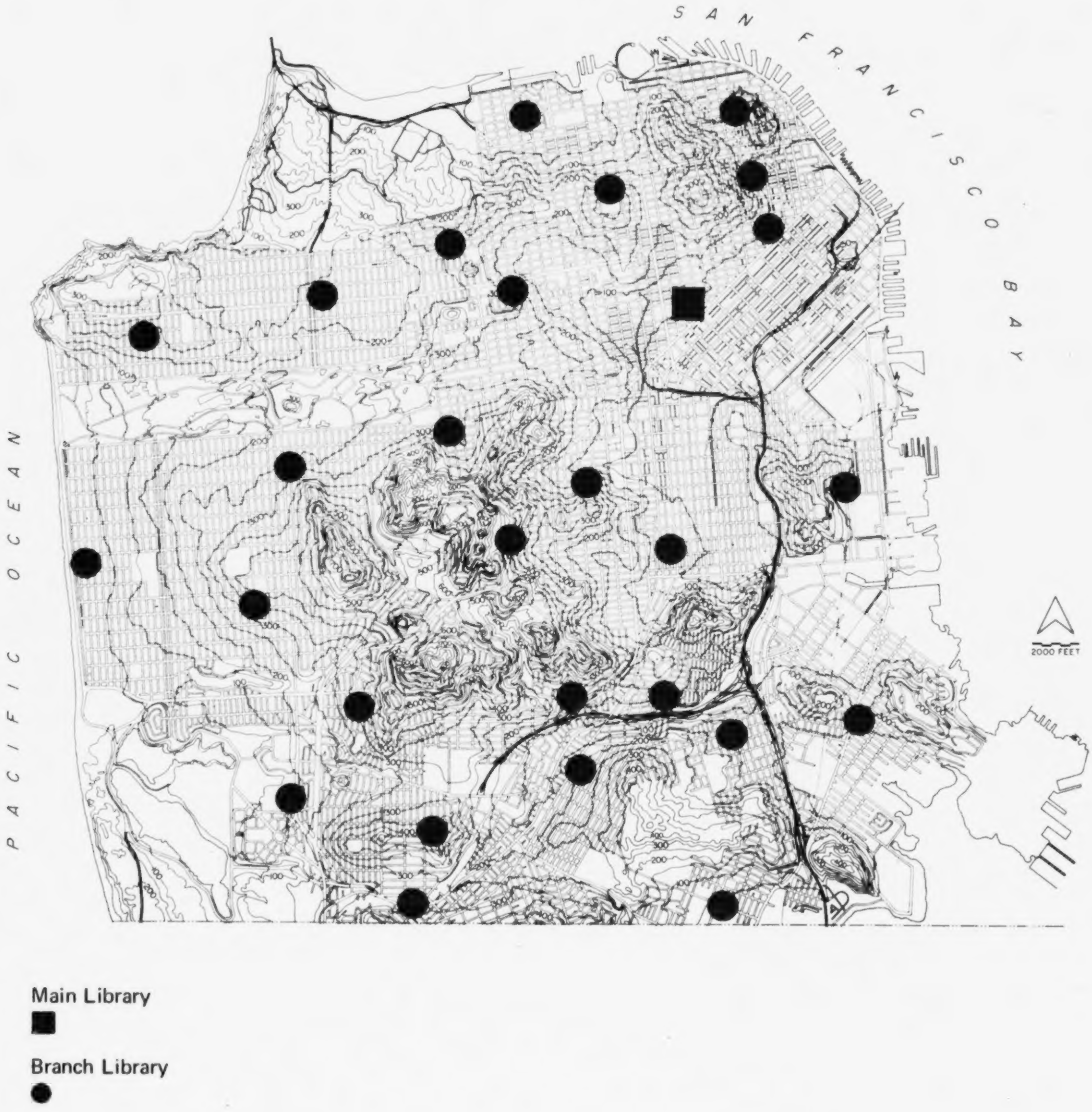

SAN FRANCISCO BAY
PACIFIC OCEAN
2000 FEET
Main Library ■
Branch Library ●

FIGURE 1 THE SAN FRANCISCO PUBLIC LIBRARY SYSTEM

I

THE NEED FOR
A NEW MAIN LIBRARY,
DEVELOPMENT AND
FINIANCIAL ALTERNATIVES

I. THE NEED FOR A NEW MAIN LIBRARY, DEVELOPMENT AND FINANCIAL ALTERNATIVES

A. THE NEED FOR A NEW MAIN LIBRARY

The San Francisco Public Library System serves the public through its main library, business branch, 26 neighborhood branches, bookmobile, and deposit collections. As the central unit of the San Francisco Public Library, the main library has housed the central collection and support services of the system for more than 50 years. It is serving some important functions and, if strengthened, will serve many more. In this study we have considered additional emerging functional roles for the main library. Among the more important are:

- A public reference-research library serving 22 counties in the northwestern part of the state.
- A major public library resource for the Bay area.
- The central unit for the City and County of San Francisco, housing the major collection, providing central administrative and processing services, and serving as the headquarters for citywide library "outreach" services.
- Because of its location and resources, to serve as an area library and "cluster" head for the northeastern part of the city—and as a branch for the immediately surrounding area.

The existing building was originally designed for a volume capacity of 400,000. It is continuously being modified to increase that capacity—at the expense of public seating, staff work space, and public circulation space. The building is too small to house the existing book collection of 750,000 volumes and still give efficient adequate library service to its patrons. The present collection is inadequate for a city the size of San Francisco, and about a third as large as it should be if San Francisco is to assume its proper regional role within the State Plan for Total Library Service.

The existing building is too small and lacks adequate flexibility for delivering modern library service to the public. Unless this situation, amply recognized during the past 12 years, is corrected during the next five years the future of the San Francisco library will be marginal at best. Once a decision is made to proceed with the development of new main library facilities, it will take approximately five years to "deliver" the building to the public. If the decision is deferred, the escalation of construction costs will continue to make it increasingly difficult to accept the total cost of the project.

TABLE 1

AREA OF EXISTING MAIN LIBRARY BUILDING

Function	Existing Area Gross Sq Ft	Percent
Subject and Miscellaneous Departments*	97,950	56.2%
Administrative Support Departments	7,185	4.1
Public and Staff Services	6,380	3.7
Miscellaneous Services	25,440	14.7
Corridors, Stairs, etc.	37,140	21.3
Total	174,095	100.0%

* Including open and closed stack areas, Bay Area Reference Center, and Technical Services.

Source: John S. Bolles Associates.

1. Size Limitations of the Existing Building and Future Needs

A study of the maximum and minimum future space needs for the main library was made on the basis of the following assumptions:

- That the SFPL would build its resources to achieve the state plan guidelines for a Level III library by the year 2000, and
- That the main library collection would grow on the basis of accumulations at the present level of funding plus basic improvements in public seating, technical services, and added services such as an audio-visual department and a popular library.

Under the first assumption the main library would require about 542,400 gross square feet of area by the year 2000, and under the second assumption approximately 370,900 gross square feet of space would be required during the same period. Both requirements far exceed the efficient capacity of the existing building. They also exceed the capacity of the existing site if the present building is rehabilitated and expanded (see Figures 2 and 3).

The largest single space requirement is for the housing of books, documents, periodicals, and other library materials. The space allocated for this purpose in each of the two alternatives would have been considerably larger if allowance had not been made for the application of microform technology for certain books, special collections, documents, and bound periodicals.

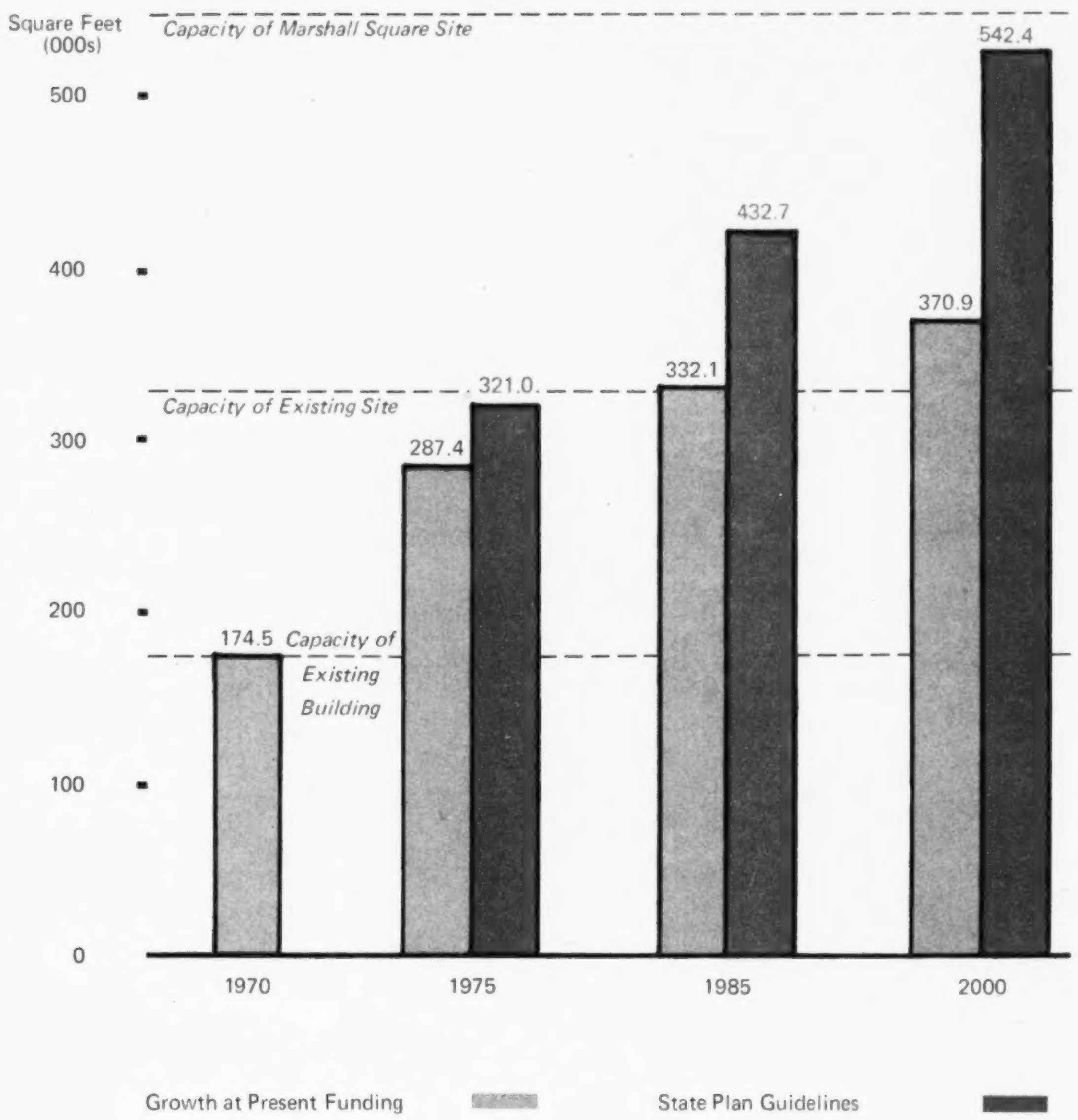
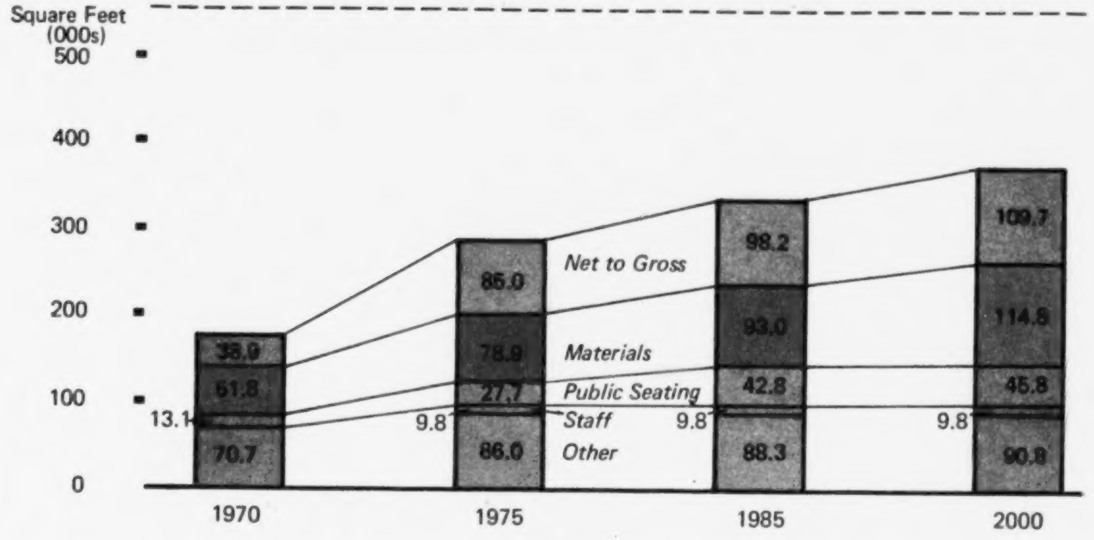
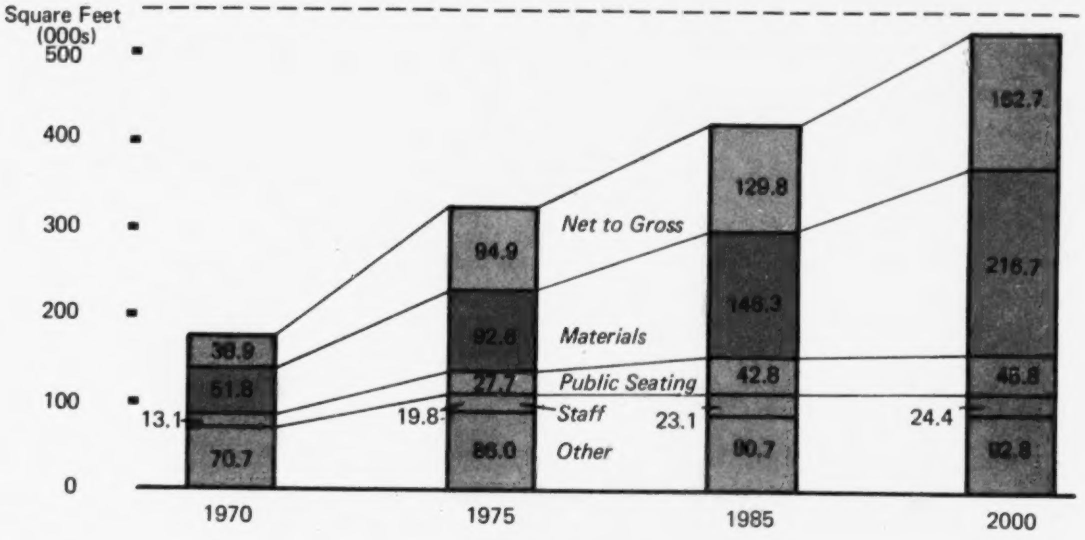


FIGURE 2 SITE CAPACITY AND SPACE REQUIREMENTS



At Present Funding Levels



To Meet State Guidelines

FIGURE 3 LIBRARY AREA REQUIREMENTS

TABLE 2

AREA OF SUBJECT DEPARTMENTS IN EXISTING MAIN LIBRARY BUILDING

	Existing Floor Area (gross square feet)					
Subject Department	**General Space***	**Open Stacks**	**Closed Stacks**	**Total Stacks**	**Office Space**	**Total Area**
Art and Music	2,290	1,040	5,595	(6,635)	185	9,110
Bay Area Reference Center	1,420	–	–	–	–	1,420
Bound Periodicals	3,410	845	1,185	(2,030)	–	5,440
Children's Room	2,480	190	475	(665)	–	3,145
Circulation	3,605	–	–	–	–	3,605
General Reference	2,675	1,050	300	(1,350)	655	4,680
History	3,240	9,740	4,045	(13,785)	640	17,665
Literature, Philosophy, Religion	3,530	4,025	4,440	(8,465)	195	12,190
Newspapers	1,170	265	1,755	(2,020)	175	3,365
Rare Books and Special Collections	3,690	300	1,715	(2,015)	–	5,705
Science, Documents, Technology	4,670	4,910	9,975	(14,885)	310	19,865
Technical Services	9,500	–	–	–	2,260	11,760

* Includes space for readers' stations, card catalogs, work areas, circulation, etc.

Source: John S. Bolles Associates.

The existing main library has approximately 174,095 gross square feet of space available, of which approximately 52,000 gross sq ft are allocated to stack space. Existing stacks are at 100% capacity and further additions of materials result in moving book stacks into corridor space or the elimination of public seating. Space allocated to subject departments in the existing building, including open and closed stacks, public seating, and staff areas is approximately 75,700 gross sq ft. Estimates of the maximum space required for similar areas in 1985 are 315,000 sq ft and in the year 2000, 425,000 sq ft.

Given the uncertainties of state funding in the immediate future and traditional levels of funding of library services by the city, we estimate that approximately 385,000 sq ft of space will be adequate for the main library until 1985 to 1990. This assumes some upgrading of operating budget for staff and materials by the city and small increases in either federal or state funding of the Bay Area Reference Center.

TABLE 2-A

SUMMARY OF SPACE REQUIREMENTS TO MEET GUIDELINES OF LEVEL III REFERENCE-RESEARCH LIBRARY

	Gross Square Feet Existing Building	Net Assignable Square Feet	
		1985	2000
Subject Departments			
Bound Periodicals	5,440	–	–
Art, Music	9,110	21,107	29,854
Audio-Visual	–	6,478	6,772
Children's Room	3,145	7,994	8,352
Documents	–	24,473	33,507
General Reference	4,680	11,452	13,225
History and Social Sciences	17,665	49,229	70,306
Literature	12,190	43,553	62,172
Newspapers	3,365	4,459	4,473
Popular Library	–	5,451	5,451
Rare Books	5,705	7,257	8,539
Science and Technology	19,865	39,228	54,744
Subtotal Net		220,681	297,395
Subtotal Gross	(75,726)	(315,259)	(424,850)
Administrative Core Area	7,185	14,400	14,400
Circulation	3,605	8,000	8,000
Bay Area Reference Center	1,420	5,200	5,325
Storage, Maintenance, Parking	25,440	26,600	26,600
Technical Services	11,760	18,920	18,920
Miscellaneous Public Areas	6,380	7,680	7,680
Miscellaneous Staff Areas		1,380	1,380
Corridors, Stairs, etc.	37,140	–	–
Total Net Assignable Square Feet	–	302,861	379,700
Estimated Gross Square Feet	174,095	432,659	542,429

() Estimate gross square feet.

Source: Arthur D. Little, Inc., Program of Space Requirements.

2. The Need for Flexibility

The main library is an impressive structure and to the casual visitor it is difficult to realize how inconvenient and wasteful it is as a modern library building. Although the building appears to be compact from the exterior, interior courtyards, the grand staircase, and the rotunda create significant barriers between subject departments and stack areas. These barriers make it impossible to reorganize subject departments, add new subject departments, and generally provide for growth or economical expansion alternatives. Most of the walls which partition the space are exterior or interior load bearing walls.

Modern library services require totally flexible space because of the changing forms of services, relatively rapid rates of accumulation of materials, and uncertainties with respect to acquisitions by major gifts, or special state and federal programs. New forms of technology can also affect the internal arrangements. Microform technology, new forms of card catalog and bibliographic access, and a variety of new media will all require the maximum amount of flexibility in any structure that houses them. The modern central library must therefore provide for expansion, internal rearrangement, multipurpose use of space, and an optimum internal environment–adequate heating and ventilation, lighting, electrical flexibility, carpeting, etc. It is impossible to convert the existing building into a modern central library of sufficient size or flexibility. Any reasonable conversion of the existing building would involve a major "gutting" of the interior to achieve flexibility at a cost of $17,813,000 in 1971 dollars. This would yield only 330,000 square feet of space–inadequate for maximum or minimum future needs.

Figures 4 and 5 illustrate rather dramatically the inflexible partitioning of the interior space of the existing building and the difficulty of making functional and efficient internal arrangements. Ideally, general reference and card catalog information should be centrally located with respect to the subject departments and immediately accessible from the entrance. The subject departments should have immediate access to closed stack areas assigned to them. Given the present subject department organization, Documents and Municipal Reference should be centrally located between History and Social Sciences and Science and Technology and immediately accessible to both. Elevator and escalator access should be central and direct. The Popular Library should be located adjacent to General Reference and along with the newspaper room have direct access to the street on the first floor–so that the rest of the structure can be closed off, permitting selectively extended hours without opening the whole building at considerable operating expense.

The existing building does not meet American Library Association standards for public library buildings. These standards require that the library structure be efficient, flexible, and expandable. They should be planned for a minimum of 20 years' expansion of service and for enlargement if, and when, needed–or for conversion into other uses should requirements change. The existing main library building violates these standards with respect to the following:

- There is no future expansion space and the building is inefficient and inflexible.
- Fixed walls are not kept to a minimum.
- Public service areas do not have proper functional relationships.
- Technical service processes do not have proper functional relationships.
- Points of supervision are not consolidated or located so that better services can be arranged while maintaining economical operations.
- Stairways, elevators, and book lifts are inadequate and efficient circulation patterns do not exist.
- Stairways, elevators, book lifts, and utilities do not provide for flexibility of arrangement and possibilities for change without making major changes with excessive cost.
- Lighting in public areas and most staff areas is below standard and inadequate.
- Heating, ventilation, and air conditioning are inadequate.
- The library is not comfortable to study or work in and is inefficient to use.
- Lending facilities do not insure rapid, unobtrusive handling of transactions and records, including useful machines and labor-saving devices.
- Public meeting and conference facilities are inadequate.
- Public restroom facilities are inadequate.
- Books and reading areas are not visible from the exterior, or easy to reach by users upon entering the building.
- Rooms, service areas, collections, and parts of collections are not clearly visible nor is it possible to easily identify them for the convenience of the user.
- Staff office and workroom facilities are inadequate in size and it is not possible to properly locate most of them.
- Space for reading and study has insufficient variety and cannot meet a variety of reading study habits; for instance, there are no study carrels or lounge furniture.

Considerable ingenuity, energy, and effort have gone into attempts to rearrange, rehabilitate, and "make-do" with the existing building during the last 12 years. Most of these efforts were the direct result of efforts to modernize and reorganize the library in order to give its patrons better service. It is no longer possible to make positive changes, without creating changes in service to fit the building, as opposed to the building accommodating itself to give the best forms of service. Further changes will only complicate working arrangements and cause additional stress to the staff, such as recent attempts to implement a popular library with inadequate space and facilities.

B. PHYSICAL DEVELOPMENT ALTERNATIVES FOR THE MAIN LIBRARY

After reviewing previous studies, evaluating library operations in the present main library building, and considering results of our library surveys, citywide trends, and alternative futures for the main library we have concluded that:

- The main library will continue to have an important role within the system throughout the rest of the century.
- The present building is inadequate for both present and future needs.
- A new main library should be constructed soon.
- The new building should be located on city owned property at the civic center.
- The new building should provide for future expansion and relate to overall civic center development.
- Financing should take advantage of the rental possibilities provided by the library's future need for space, surplus space released in the new building, and income from public parking facilities.

Three major physical development alternatives at civic center locations were explored and are described below. In recommending future development strategies for the main library we would place the three alternatives in the following order of priority:

1. Development Alternative 1–Construction of a new main library on the Marshall Square site, remodeling the existing main library building for rental.
2. Development Alternative 3–Construction of a new main library on the Marshall Square site, remodeling of the existing building for rental, and final retention as expansion space for the library.

1 Mail Room and Supplies

2 Discard Room

3 Receiving and Delivery

4 Circulation Department

5 Technical Services Department

6 Janitor

7 Parking

8 Mechanical Equipment

9 Carpentry Shop

10 Storage

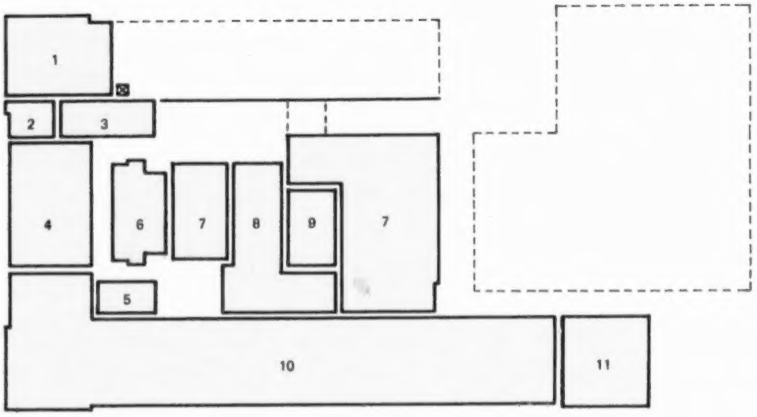
11 Art and Music Department

12 Branch Services Department

13 Toilets

14 Meeting Room

15 Children's Department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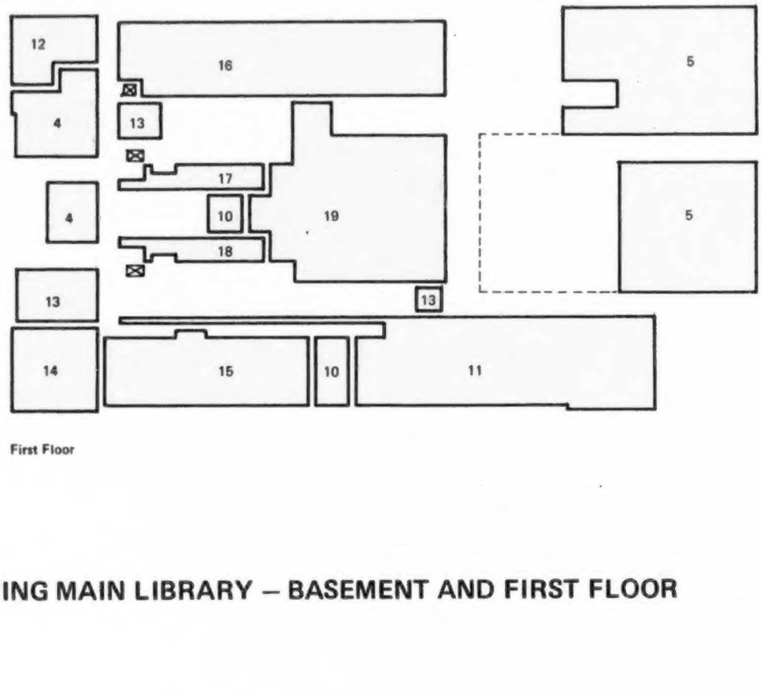
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First Floor

FIGURE 4 EXISTING MAIN LIBRARY – BASEMENT AND FIRST FLOOR

16 Main Stacks

17 Adult Services Coordinator

18 Children's Services Coordinator

19 Science, Documents, Technology Department

20 History Department

21 Administrative Offices

22 Literature, Philosophy, Religion Department

23 General Reference Department

24 Bay Area Reference Center

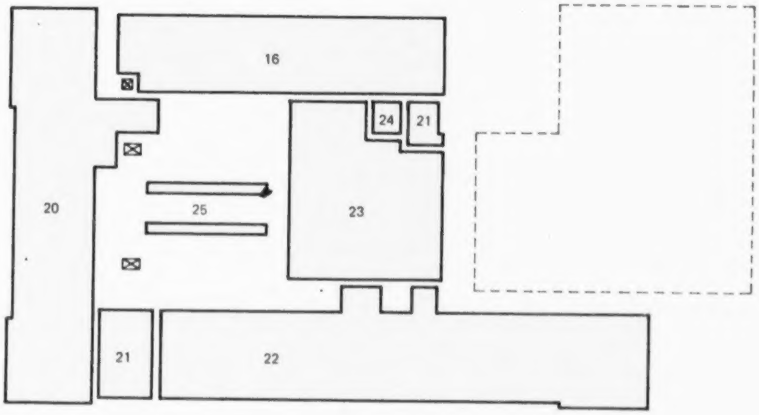
25 Exhibit

26 Staff Facilities

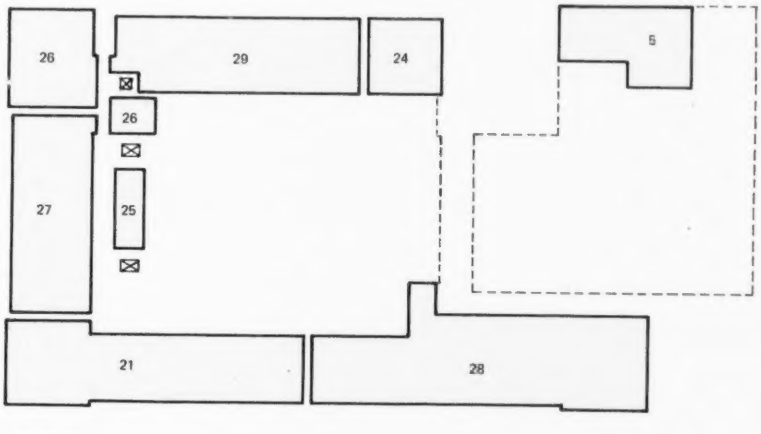
27 Bound Periodicals

28 Rare Books and Special Collections Department

29 Newspapers



Second Floor



Third Floor

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FIGURE 5 EXISTING MAIN LIBRARY BUILDING – SECOND AND THIRD FLOORS

3. Development Alternative 2–Development on the existing site by remodeling and expansion.

In our view Development Alternative 2 would not be a wise course of action to take, because of the problems of maintaining library operations during construction, inadequate provision for future expansion, and flexibility.

1. **Development Alternative 1**

This alternative assumes that the Marshall Square site will be fully utilized for future library requirements and public parking for approximately 200 cars. The site is on the civic center plaza adjacent to the existing library building, and is bounded by Fulton, Grove, Larkin, and Hyde streets.

The site can accommodate approximately 550,000 gross square feet of floor area by constructing six floors above grade and two floors below grade. An additional 74,700 gross sq ft of space can be added by constructing a third level below grade. Within the allowable height limits, coverage, and setback requirements, about 400,000 sq ft of space can be constructed above grade and 150,000-224,700 sq ft can be constructed below grade, depending on the number of lower levels.

The third underground level could involve extra site development and construction costs. An underground stream once existed in the site area and, based upon previous construction experience in the civic center area, the condition could involve unexpected development problems. Soils tests should be completed prior to detailed design phases to determine the financial feasibility of the third level. Elimination of the third level from this development alternative would have two possible impacts on the plan: one, future space for library needs on the Marshall Square site would be restricted to 475,000 gross sq ft instead of 550,000 sq ft; or, two, public parking facilities would be eliminated from the project. It is possible that, upon completion of the Yerba Buena project, Brooks Hall could be converted to public parking facilities–obviating the need for a third level to accommodate parking on the Marshall Square site.

The portion of the building that would be above grade would be set well back from Fulton and Larkin streets. This building should be sited to symmetrically reflect the existing adjacent main library building–that is, the proposed setbacks on Marshall Square along Larkin, Fulton, and Hyde streets are identical to the setbacks for the existing library building along the same streets.

The development height proposed for the Marshall Square site would conform to the 80 foot special height district within which the site is located. This height, in combination with the proposed setbacks, would create a building bulk that would be nearly identical to the existing library facility.

This development alternative includes proposals for a pedestrian tunnel along Hyde Street to the BARTD civic center station mezzanine at Hyde and Market streets. Service access to the Marshall Square site for bookmobiles, receiving ahd shipping, etc., would be provided by making slight modifications to the existing truck ramp to Brooks Hall. Utilities now serving the site appear to be adequate to service the proposed building, except for the civic center central heating facility.

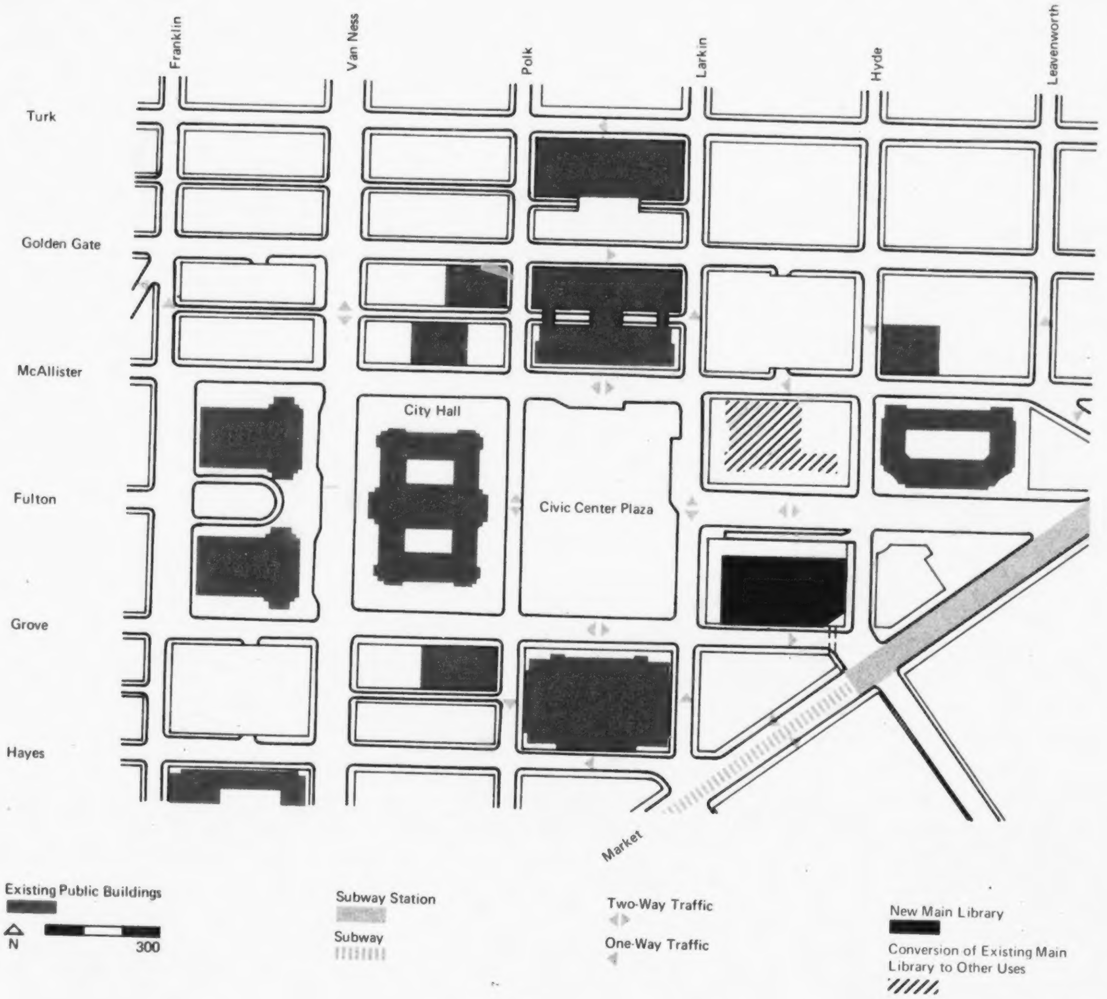
Another important site development consideration will be the preservation of existing statuary at the southeast corner of the site. It does appear at this time that the proposed site development could accommodate the statuary, which could become an important element in the design of the pedestrian connection between Marshall Square and the BARTD civic center station.

Development Alternative 1 assumes that the existing main library building will be essentially preserved, remodeled, and rehabilitated for conversion to rentable area, primarily office space. If it is decided that the Marshall Square site is to be developed with only two underground levels, including public parking, which would restrict future space available to the library to 475,000 square feet, the existing building would be available for the library's future expansion needs. However, in the interim it would pay for itself as a rental facility, or be available for future unexpected expansion needs of city and county government.

If, however, full development of the Marshall Square site is undertaken the existing building is available for the above uses, or it could be sold or traded with the federal government and be disposed of. Retention by the city would provide, however, the necessary control for preservation of the structure and its relationship to the civic center.

An analysis of three financial alternatives was made for a total development package including full utilization of the Marshall Square site and remodeling of the existing building for conversion to rental space. The development strategy assumed construction of a building to the capacity of the site, using surplus space that the library would not need until after 1985 or 1990 for rental. The total package consisted of space allocated to library use for the next 15-20 years, rental space in the new and the existing building, and a public parking garage on the third level below grade in the new structure.

The library in and of itself does not produce revenue. However, the library's future need for space and generation of parking requirements are revenue producing. This permits a combination revenue bond plus general obligation bond approach to financing the new main library. Three financial alternatives—a general obligation bond, a combination general obligation and revenue bond, and a new approach to use of city retirement funds—were evaluated for this development alternative.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Grove
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City Hall
Civic Center Plaza
Existing Public Buildings
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300
Subway Station
Subway
Two-Way Traffic
One-Way Traffic
New Main Library
Conversion of Existing Main Library to Other Uses

FIGURE 6 DEVELOPMENT ALTERNATIVE 1

Total project cost for constructing the new building and rehabilitating the existing building, including a 10% per year inflation rate to 1974 for the new building and to 1976 for the existing building, is estimated to be $42,227,000. The cost per year to the city for the general obligation bond alternative would be $4.1 million, for the combination general obligation and revenue bond $3.1 million, and for use of retirement funds $1.6 million. A 15-year payoff was assumed for the first two options and a 30-year payoff for the use of retirement funds.

The combination bond issue would require a $9.7 million revenue bond and a $32.5 million general obligation bond.

TABLE 3

DEVELOPMENT ALTERNATIVE 1–
NEW MAIN LIBRARY–MARSHALL SQUARE[1]

		Gross Sq Ft	Project Cost 1971 Dollars
Library Use to 1985-90		385,300	$19,724,000
Rental Space Available[2]		164,700	6,433,000
Public Parking		74,700	3,000,000
	Total	624,700	$29,157,000
Library Use to 1985-90		385,300	$19,724,000
Rental Space Available[2]		90,000	3,530,000
Public Parking		74,700	2,903,000
	Total	550,000	$26,157,000
Remodel Existing Building for Conversion to Rental Space		67,000[3]	$ 2,123,000

1. See Appendix for cost breakdown and estimate of cost escalation.
2. Expansion space for future library needs.
3. Net rentable area.

2. Development Alternative 2

This development alternative assumes that the existing library site will be developed to its maximum capacity and that the existing main library building will be preserved to varying degrees.

Two alternatives for developing additional library facilities on the existing site were studied:

- Completely gutting the interior of the existing building and constructing a new facility within the exterior walls, and constructing a new addition to the east of the present building, after demolishing 45 Hyde Street.
- Altering and rehabilitating the existing library and filling in the existing courts. It also includes demolition of 45 Hyde Street and the construction of a new addition to the east of the main building.

The first alternative would provide about 330,000 square feet of gross area for library functions at an estimated cost of $17,365,000. However, this approach is considered to be unsatisfactory structurally and impractical economically. A more feasible approach would be to demolish the existing structures and construct a new library building on the present site. Site development would then be similar to that possible on the Marshall Square site.

This approach would cause serious problems for the operations of the main library:

- The main library would have to cease operations at its present location for a minimum of two years.
- Present volumes and materials would have to be moved and stored while operations were drastically curtailed at another location.
- Public service would be seriously affected.
- Expenditures would have to be made to provide adjunct and temporary facilities elsewhere, and to move and store library materials and equipment. These expenditures would be largely unproductive because most volumes and materials would be withdrawn from circulation for a long period of time.
- All of these costs would be in addition to the development costs.

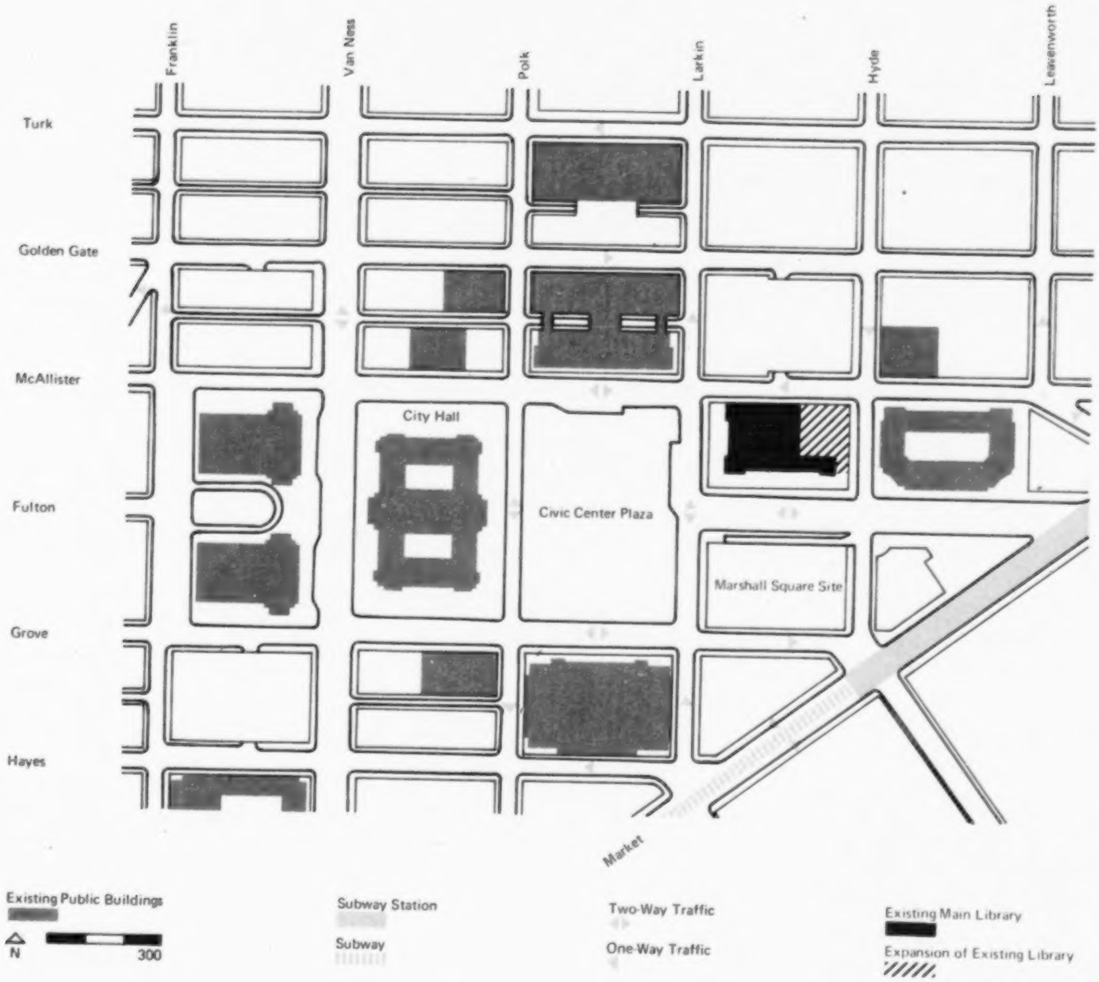
Franklin
Van Ness
Polk
Larkin
Hyde
Leavenworth
Turk
Golden Gate
McAllister
Fulton
Grove
Hayes
Market
City Hall
Civic Center Plaza
Marshall Square Site
Existing Public Buildings
N
300
Subway Station
Subway
Two-Way Traffic
One-Way Traffic
Existing Main Library
Expansion of Existing Library

FIGURE 7 DEVELOPMENT ALTERNATIVE 2

The second alternative–to remodel portions of the present library building and to construct a new addition to the east–yields 30,000 less square footage, but is more reasonable than the first. The present library facilities contain about 175,000 gross sq ft of floor area. The proposed addition could provide up to about 125,000 additional sq ft. Thus, the total library facility would contain about 300,000 gross sq ft of space. This alternative would cost about $10,922,000 in 1970 dollars and would improve the present library operation. But it would not provide adequate space after 1985 at even current levels of funding operations. And many existing problems would remain:

- The expanded library would include enough space for storage of volumes and materials, but it would remain inadequate for public seating and other facilities.
- The space provided would be insufficient to meet all of the future needs of the main library which will arise as operations change and expand.
- It would not improve the flexibility which the library operations require.
- There would still be a multiplicity of floor levels on the first floor, which interferes with the movement of people and book trucks between various library departments.
- The grand center stairway and the rotunda would still make it impossible to create a corridor through the center of the building to provide direct public access to all departments. Thus, public access would continue to be indirect and confusing for the user.
- The present building would still be wasteful in both floor area and space cubage. Minor alterations of the building will not significantly improve the usability of the present building for main library use.
- The internal environmental systems of the existing library are totally inadequate for present and future library needs. For example, outlets and terminals for audio-visual equipment are few or nonexistent. It would be expensive and physically difficult to add such systems to the existing building under the second alternative.
- It also would be difficult within this alternative to improve the existing functional deficiencies. For example, components of many subject departments would remain in scattered locations, and departments would remain unrelated physically to other departments to which they are related functionally. Extensive vertical movement would be required, while horizontal movement would be more desirable.

The existing main library building presents enormous difficulties and insurmountable barriers which prevent the development of a functional library plan for the size and flexibility needed for a major urban central library. Large expenditures for alterations and new construction would be required, but the net result would remain a poorly planned library that is barely adequate for today's needs and is inadequate to meet the needs and conditions of the future.

Under these alternatives no revenue would be produced and public parking could not be provided as an integral part of the development package. A general obligation bond would be the only financial alternative. The costs escalated to 1973 would be $21,554,000 for the first alternative and $13,216,000 for the second alternative. Development Alternative 1, which provides maximum expansion space for the library, new and modern flexible facilities, and public parking is only about $4.4 million more than the maximum development of 330,000 square feet on the existing site–in terms of general obligation bonds required to finance the improvements.

TABLE 4

DEVELOPMENT ALTERNATIVE 2–
REMODEL AND EXPAND ON EXISTING SITE*

	Gross Sq Ft	Project Cost 1971 Dollars
Library Use–Demolish Interior, Rebuild, and Expand	330,000	$17,813,000
Library Use–Remodel and Expand	300,000	$10,922,000

* See Appendix for cost breakdown and estimate of cost escalation.

3. Development Alternative 3

This development alternative assumes that a new library building of 400,000 square feet and 150,000 square feet of public parking will be provided on the Marshall Square site and that the library's needs for future expansion will be provided for in the existing main library building. Both structures would be connected by a pedestrian tunnel.

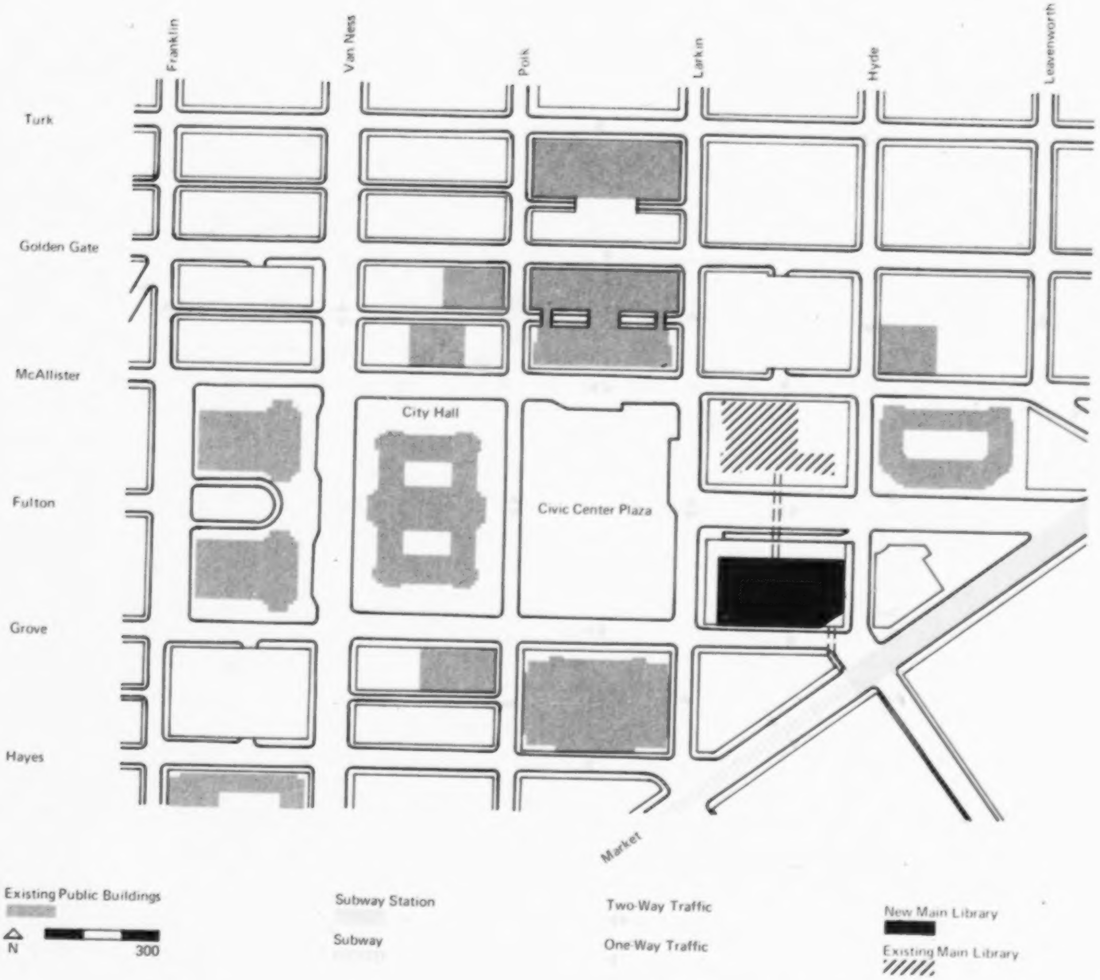
Franklin
Van Ness
Polk
Larkin
Hyde
Leavenworth
Turk
Golden Gate
McAllister
Fulton
Grove
Hayes
Market
City Hall
Civic Center Plaza
Existing Public Buildings
N
300
Subway Station
Subway
Two-Way Traffic
One-Way Traffic
New Main Library
Existing Main Library

FIGURE 8 DEVELOPMENT ALTERNATIVE 3

This alternative will provide approximately the same amount of library space as maximum development under Alternative 1 and almost twice as much public parking. The existing building can be rehabilitated for rental for 15-20 years until the library requires the space, with an estimated annual net income to the city of approximately $207,000. Total project cost in estimated 1974 dollars is almost identical to development under Alternative 1–$38.8 million.* The parking and improvements to the existing building could be financed under a revenue bond and would be essentially self-liquidating.

The disadvantages of this alternative are:

- Two valuable sites with locations on the civic center plaza would be allocated to the sole use of the library.
- The functions of the library would be split between two structures. The Bay Area Reference Center must utilize the total resources of the main library and should be located with the major collection in a new structure.

If rare books and special collections were to become a major thrust of the San Francisco Public Library the existing building could house those portions of the collection.

TABLE 5

DEVELOPMENT ALTERNATIVE 3– USE OF EXISTING SITE AND MARSHALL SQUARE*

	Gross Sq Ft	Project Cost 1971 Dollars
New Building–Marshall Square Site		
Library Use	400,000	$20,690,000
Public Parking	150,000	5,802,000
Total	550,000	$26,492,000
Existing Building		
Net Rentable Area Interim Use	67,000	$ 2,123,000
Future Gross Area for Library Use	163,000	Not applicable

* See Appendix for cost breakdown and estimate of cost escalation.

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* Total project cost for ultimate library use, does not include existing building in Alternative 1.

4. Site Selection Criteria

The service area of a central library is regional and citywide, whereas the service area of a branch library is oriented to the immediate neighborhood. It is most important, therefore, that the central facility occupy a location which provides the most convenient access to all parts of the city and the region. It should also be located as near the center of the city as possible, close to work, shopping, entertainment, and other activities. However, the commercial demand for the most central location is such that the cost of land and space available for a public facility as large as a central library is prohibitive. It is generally not possible or desirable for a library to occupy the "100% corner"–not desirable because of the tax contribution such locations make to the city's tax base.

San Francisco is unique because of its geographical compactness, its good public transportation, the concentration of its central business district, and its proximate and centrally located civic center. Although not the case in many other cities, the civic center is an appropriate location for a central public library facility in San Francisco because of its closeness to the central business district, its location with respect to a limited access freeway, city and regional public transit, as well as the availability of a city-owned site. The trip origin of the library users sampled at the main library were as follows: 54.8% from home, 19.2% from work, 9.5% from school, and 16.5% from shopping, community activities, etc. The major percentage of the trips still originate at home or school, attesting to the importance of good public transportation–and a significant percentage (35.7%) originate from work, shopping, etc., attesting to the need for a downtown location.

We recommend the Marshall Square site for a new main library building because of its dual convenience: closeness to downtown and location at a focus of freeway, bus, streetcar, and rail rapid transit. The Market Street spine and the BARTD system provide the most central location with the best access for the greatest number of library users. If the library were to be located further south along Market Street it would lose contact with important bus routes along Larkin Street, Van Ness Avenue, and McAllister Street and would be further removed from the downtown center of work and shopping activity.

If the library were to be located further northeast along the Market Street spine, sites would be difficult to acquire and land costs would increase considerably. A site comparable in size to the Marshall Square site would cost between $3 million and $4 million at a minimum. Land values along Market Street are in a state of flux because of anticipated increased values that will result from the beautification of the street and the completion of the BARTD system. Still further impact on land prices will be felt on completion of the Yerba Buena project.

With the completion of Yerba Buena, existing movement of development should continue southwesterly along Market Street. In recent years with the addition of the federal and state office buildings, the Bank of America building, Fox Plaza, and other improvements,

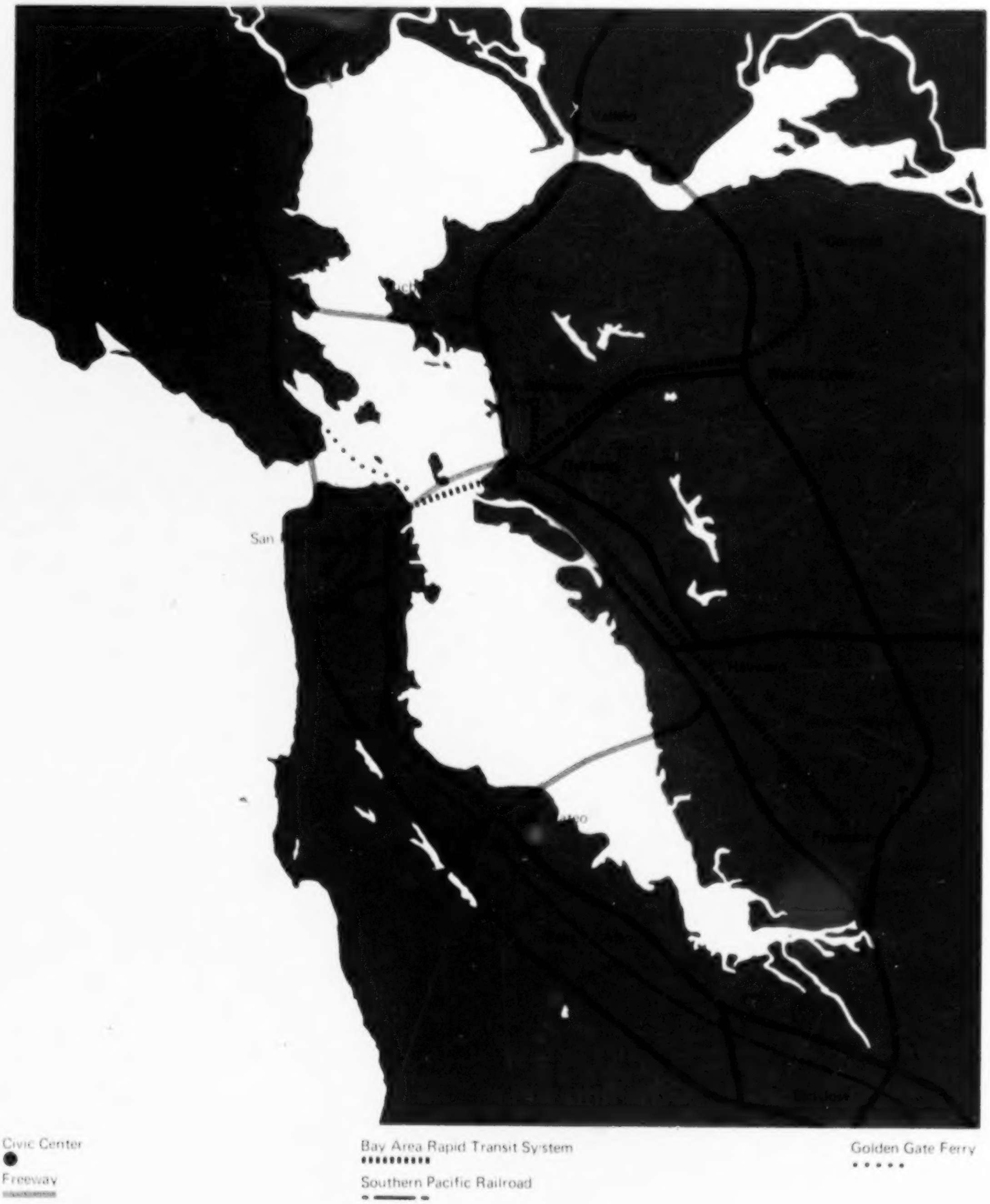

Vallejo
Walnut Creek
Oakland
San
Hayward
ateo
San Jose
Civic Center ●
Freeway
Bay Area Rapid Transit System
Southern Pacific Railroad
Golden Gate Ferry

FIGURE 9 REGIONAL TRANSPORTATION

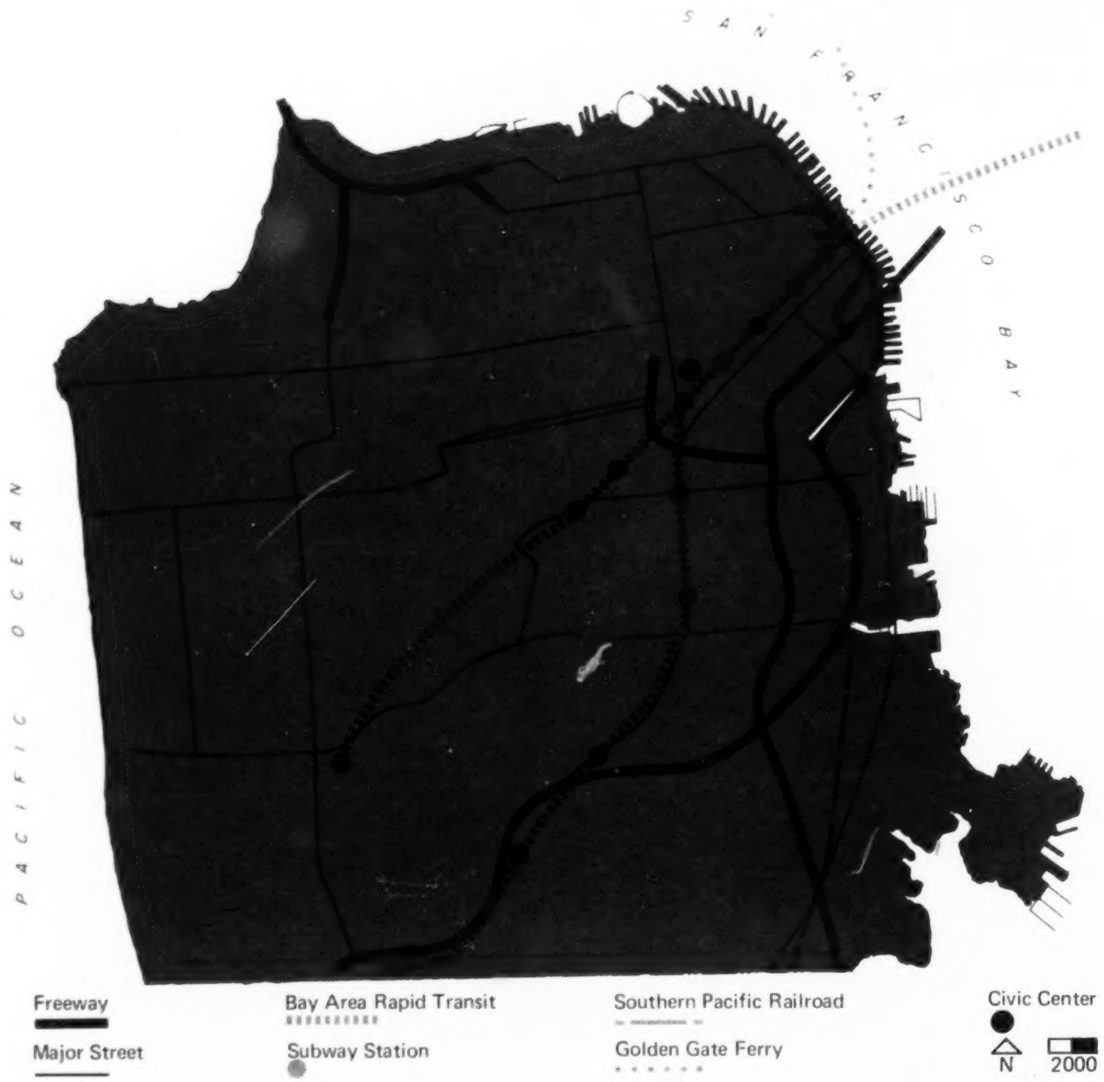

SAN FRANCISCO BAY
PACIFIC OCEAN
Freeway
Bay Area Rapid Transit
Southern Pacific Railroad
Civic Center
Major Street
Subway Station
Golden Gate Ferry
N
2000

FIGURE 10 REGIONAL TRANSPORTATION AND MAJOR CITY THOROUGHFARES

the civic center is beginning to experience more vitality and activity. Growth should continue to move out from the civic center and from downtown toward the civic center throughout the balance of this century. The beautification of Market Street will promote this growth along the Market Street corridor toward the civic center. The possibility of future redevelopment in the Tenderloin area will also be important, especially if it involves additional housing for the elderly.

Besides city-owned land in the vicinity of the existing main library, the only other opportunity for the library to acquire a site without adding excessive additional land costs would be a location in a redevelopment project. The Yerba Buena project is too far along in its development and already has enough public service facilities. The only other project being considered at this time which would provide a site in a similarly desirable location would be "Operation Steamboat" contiguous to Market Street between Fifth and Eighth streets. The project would consist mostly of selective clearance and redevelopment with unique types of public and market rate housing. The suggested site location at Marshall Square, with a central city facility such as the main library, will, however, generate a noncash credit for the city for redevelopment projects. A new main library building located on the Marshall Square site will generate a noncash credit of $3.5 million for additional redevelopment because of its proximity to the A-2 and project "Steamboat" areas.

5. Alternative Uses of the Existing Main Library Building

If physical Development Alternative 1 or 3 is selected as the plan of action for construction of a new main library, the existing building will be vacant. Three alternatives for disposition or use of the existing main library are possible:

- Sell or trade the building and land with the state or federal government.
- Remodel and convert the existing building for other city uses or rentals that would be compatible with the existing structure and not involve major expenditures for conversion.
- Demolish the existing structure and preserve the site for future development by the city at the civic center.

At present the city is leasing space on the open market. However, future plans for city government facilities at the civic center and estimates of requirements to the year 2000 can be accommodated upon completion of a new courts building between the Department of Education and the Opera House, with the remodeling of the City Hall. Immediate needs of city government will be met if these projects are implemented. However, city requirements beyond the end of the century are unknown.

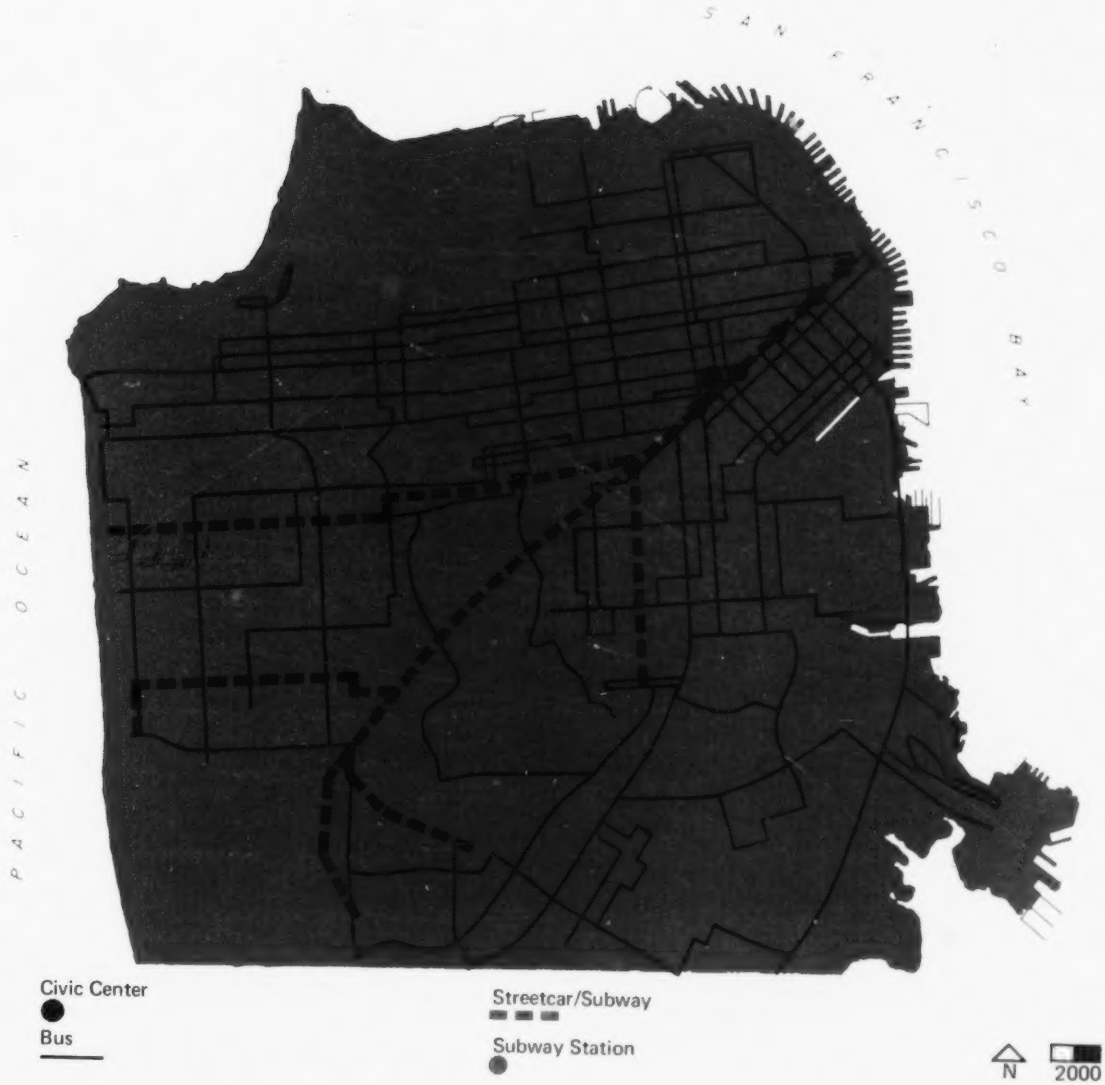
Although the existing library building cannot be properly and economically converted to the requirements of size and flexibility demanded by a central library facility, the building can be adapted to a variety of users of small increments of space without major structural alterations.

The basement level of the existing library is suitable only for miscellaneous storage and shop space and minimal storage of vehicles. The first and third floors can be readily converted into office space. The second floor, including the grand staircase and rotunda can be used for exhibit space as well as for pedestrian circulation. The rotunda could be used for receptions and similar functions. The large rooms on the second floor (the present Literature and History departments) could be converted into meeting room space, exhibit or museum space, small specialized performing spaces, or for special collections of library materials. The stack area can be converted to four levels of office space.

The city should retain control of the existing building and site until it becomes apparent that they will not be required beyond the year 2000, and until the civic center master plan has been revised. If it becomes feasible to dispose of the site it should be used for other governmental purposes, either regional, state, or federal. The city should maintain reasonable control over development. If the space needs of city government increase beyond those expected or planned for at the present time, the site should be used to accommodate those needs.

If these determinations cannot be made before completion of a new main library, the existing building can be converted for rental uses. Prospective renters for the office space would include state and federal government, special commissions, or the private sector. The large rooms on the second floor could be rented to special societies, libraries, or galleries—or be converted to meeting room space and retained by the city. Although the state government has plans for expanding its office space in the area of the civic center, it is possible that users of small amounts of space, but with preferences for a more monumental environment, would be interested in renting space in the remodeled building. The federal government is in continual need of office space and the civic center location—with parking, and adjacent to a major BARTD station—will be most desirable for civic or governmental purposes.

We have assumed a conservative rental rate of $5 a square foot per year for remodeled space in the existing building. At the time such space becomes available the conservative market value could increase considerably. The improvements can be financed by revenue bonds, with a modest surplus income accruing to the city.


SAN FRANCISCO BAY
PACIFIC OCEAN
Civic Center
Bus
Streetcar/Subway
Subway Station
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2000

FIGURE 11 CITY PUBLIC TRANSPORTATION

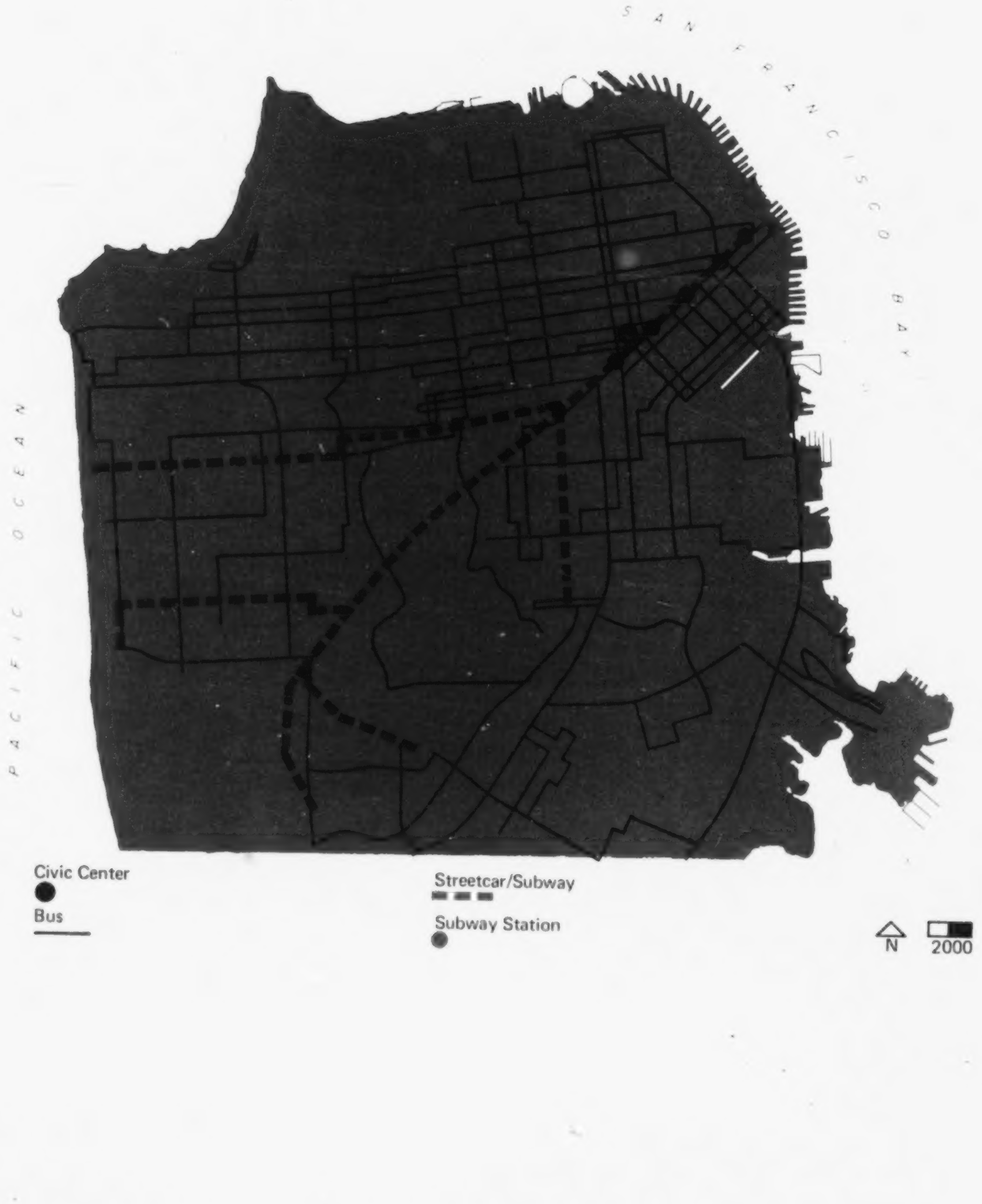
SAN FRANCISCO BAY
PACIFIC OCEAN
Civic Center
Bus
Streetcar/Subway
Subway Station
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FIGURE 11 CITY PUBLIC TRANSPORTATION

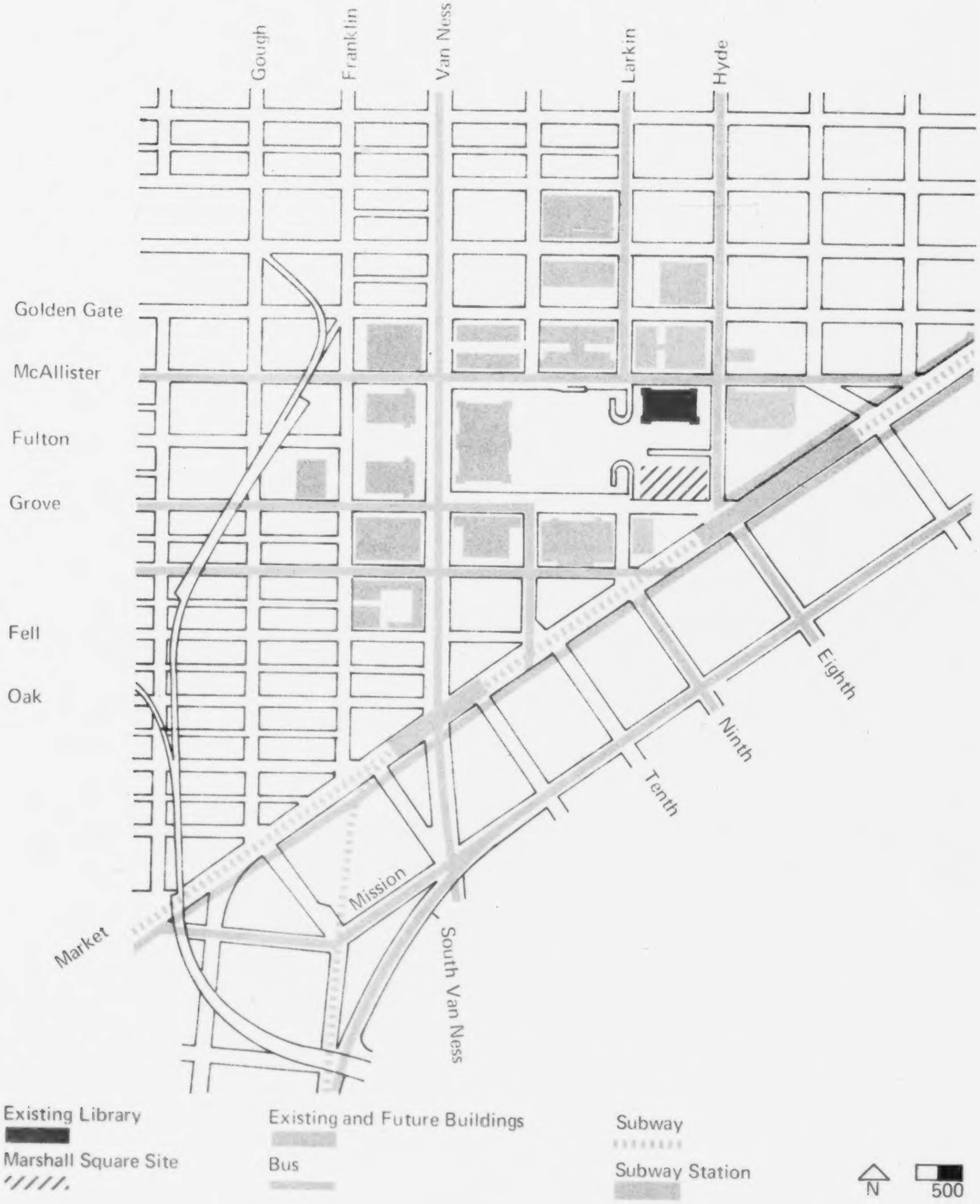
Gough
Franklin
Van Ness
Larkin
Hyde
Golden Gate
McAllister
Fulton
Grove
Fell
Oak
Market
Mission
South Van Ness
Tenth
Ninth
Eighth
Existing Library
Marshall Square Site
Existing and Future Buildings
Bus
Subway
Subway Station
N
500

FIGURE 12 CIVIC CENTER PLAN AND LIBRARY SITE LOCATION

C. FINANCING THE PROPOSED NEW LIBRARY

The previous sections and other chapters have documented the role of the main library in San Francisco, the intensity of its use, the appropriateness of its existing location in terms of general transportation access, facility requirements for the proposed new library, and a general indication as to appropriate size, construction costs, and ancillary investment required. We have considered a number of alternative means of financing the new library facility, drawing upon our general experience and specific discussion with various city officials.

1. Financing Alternatives

It is recognized that the estimated project cost of $42.2 million represents a significant capital investment for the City of San Francisco. As such it is important that all possible ways of financing be explored.

We have considered the feasibility of utilizing:

- General obligation bonds
- Revenue bonds
- Joint powers agreement financing
- Public nonprofit corporation financing
- Sale and lease-back arrangements
- San Francisco Employee Retirement Funds
- Federal, state, and foundation support, and
- Community drive.

a. General Obligation Bonds

The use of general obligation bonds to build a new library facility has many advantages. It certainly is the lowest interest rate cost approach. The passing of such a bond issue is direct evidence of community support, and there is an automatic source of repayment for the financing through the general tax base of San Francisco. The problems associated with general obligation bond issues are well known. There is the basic problem of achieving voter approval, particularly in these times of shifting community priorities. The failure potential of such a bond issue is relatively high and significant investment must be made in the planning process even before the bond issue is ready to go to the voters. Often general obligation bonds have been placed on projects whose construction is deferred over time resulting in considerable added project costs due to inflation. These factors, and general concern about escalating property taxes and existing commitments for the sales tax allocated to capital projects, have made it evident that other financial alternatives must be explored.

In spite of all these factors, which are well known, a general obligation bond remains one of the most feasible courses of action for financing the new library.

We take no specific position as to whether the general obligation bond, if used, should be backed through the property tax base or through the sales tax base. At present the 1% local share of the California sales tax yields approximately $22 million a year to the City of San Francisco, funds that are earmarked for capital improvements. There are many competing demands on this fund and it is unclear in the face of existing commitments whether the library project can command support from this source of financing.

The San Francisco property tax now yields approximately $1 million for every 5 cents imposed on the property tax rate. For example, a $30 million bond issue amortized over 15 years at an approximate interest rate of 5% would require $2,880,000 annual funding to amortize the bonds, or 14½ cents on the property tax rate.

Given increases in assessed valuations in San Francisco, particularly from the business sector, as well as repayment on existing obligations that will occur between now and 1975 when the library is completed, it would appear that the library could be financed through general obligation bonds within the debt capacity that is statutorily imposed upon the city. The real problem appears to be not one of legal debt limit, but rather of mobilizing the resources and support of the community and coalescing them around the successful passage of a general obligation bond for this exciting and worthy civic purpose.

b. Revenue Bonds

Financing the construction of a public facility with revenue bonds requires a use that will generate income. Clearly, the public library is in and of itself not a revenue generator. Thus an approach utilizing revenue bonds would require a mixed-use facility, where some commercial or other activity incorporated within the same structure would generate sufficient income to pay for all or a part of the facility, including the public investment.

The advantages of revenue bonds are that they generally eliminate the need of a bond election, and that the repayment of financing does not impinge on the general tax base of the community; therefore such financing is noncompetitive with other community priorities. Against these advantages are a higher interest cost, typically 1-1.5% greater than for general obligation bonds; a question as to the stability of revenue for repayment of the bonds; and certain adverse mixed-use impacts that may affect two or more of the major users of a given facility.

Unfortunately, neither of the two prime potential locations for the new library lends itself to mixed use. The prime location, the Marshall Square site immediately south of the existing main library, is constrained in terms of the total square footage available for generating other revenues–that is, only about 550,000 square feet of space plus 74,700 square feet for public parking can be placed on the site. It is estimated that by years 1985 and 2000, the library will require in its own right 385,000 and 530,000 square feet of space, respectively. Thus it is physically impossible to develop a mixed-use structure on the Marshall Square site that would totally finance the library and form the basis for a revenue bond issue for total financing. When the new library is completed in 1976, its space requirements will be about 385,000 square feet, including expansion space to the year 1985. Initially, therefore, surplus space of 164,000 square feet would be available for rental in the new library during a 15 year period, and 67,000 square feet in the existing building. The ratio of this extra space to the library space required is small enough, however, that it should not be considered a financial keystone for the total project. There would be indirect financial support from this space if it could be used for other city uses. However, present plans call for accommodating city office space needs in a remodeled city hall.

Another feasible, but less desirable, location for the new library would be as part of the Yerba Buena Center. In a previous assignment, we had the opportunity to analyze the proposed Yerba Buena project. The results of our analysis at that time showed that the public facilities already planned–that is, the display areas, the arena, and parking garages–fully utilized the economic resources being generated by the private investment in office space, hotel, etc. In our opinion, it is unrealistic to believe that the cost of a new library facility could be supported by the private investment in Yerba Buena over and above the public facilities already planned. Thus, even though Yerba Buena might physically offer space for a new library facility, which we believe is not the case, it has little to offer in the way of excess financial support for the capital investment required.

Based on the above factors, it is our opinion that the city cannot look to revenue bonds, through a mixed-use approach, for total support of the capital investment. Revenue bonds could be used, however, in conjunction with an alternative financing source to pay for *a part* of the development.

c. Joint Powers Agreements

A joint powers agreement is a legal arrangement whereby two entities of government come together to build and finance public facilities of common interest to each body. Based on these agreements the State of California law allows revenue bond financing to be undertaken for specific and well defined purposes.

The advantages of this type of financing are basically the same as those for revenue bonds with the additional positive value of sharing financial risk between governmental entities. Thus what may be difficult for one entity to handle by itself becomes manageable in partnership. Difficulties related to joint powers agreement financing are essentially those associated with revenue bonds with the added problem, in the case of the library, of finding a suitable partner. Since the library does not generate revenue in any appreciable sense, it would bring to the joint powers agreement very little financial strength.

Another difficulty is that the joint powers agreement cannot be made between two branches of the same governmental unit—in this case, the City and County of San Francisco. It would therefore be impossible, even if desired, for the library to enter into such an arrangement with some other part of the city government. Rather, it would have to be an outside agency such as the State of California, or any of its department, or some regional entity, such as Bay Area Rapid Transit District.

d. Public Nonprofit Corporation

Public nonprofit corporations have had a useful history in the financing of such facilities as garages. Because of special tax law considerations, it is possible through this vehicle to finance income-generating properties of benefit to the public. Various stringent controls are associated with public nonprofit corporations to ensure that the owners derive no financial gain from the operation.

We believe the public nonprofit corporation vehicle may be inappropriate for the library, for basically the same reason that applies to revenue bonds and the joint powers approach. It is essential that the public nonprofit corporation have a revenue flow that allows repayment of the bonds, even though the bonds are exempt from federal taxation and therefore at low interest rates compared to private development. It would be possible for the library to lease space from a new public nonprofit corporation with such leases forming the basis of revenue bond financing on the part of the nonprofit corporation. Lease payments would flow from the library's operating budget over time. This approach would involve a city commitment to pay sufficient funds annually to amortize a revenue bond at about 6% interest, 1% higher than the general obligation bond cost.

e. Sale and Lease-Back Financing

It is technically feasible, although legally problematic, to build the library, sell it to a private investment group, and lease back the property over the long term. There are a number of difficulties with this approach, starting with the basic policy question of whether a prime piece of city property—an integral part of The Civic Center—should ever be placed in private ownership. Even if such legal and public policy questions could be resolved, the sale and lease-back arrangement has a significant flaw in that it would inordinately increase the cost of this approach to the city. Specifically, in order to purchase the building and land from the city the developer would have to secure external financing. This financing would not be tax exempt; it would be at the full commercial interest costs. The lease payments the city would have to make would have to compensate the developer for his investment return and pay sufficient funds to enable him to repay his mortage loan, both principal and interest. Thus the city would essentially be paying a non-tax exempt interest rate, as well as the full amortization of the building over time.

There is the advantage with this approach, as well as with the nonprofit corporation approach, that payment for the library facility would come out of the operating budget of the library and preclude a bond issue.

f. San Francisco Employees Retirement Fund

The City and County of San Francisco maintains for the benefit of its employees a retirement fund. Specific benefits to be paid to the employees are spelled out in the City Charter. The Retirement Fund, established to finance these benefits, is under the exclusive control and jurisdiction of the Retirement Board, an independent authority. By 1975 when the library is to be completed, the total investment portfolio of the Retirement Fund will be more than $500 million.

According to the San Francisco Charter, the Retirement Board has exclusive control of the administration and investment of the fund, provided that such investments shall be of the character which is legal for insurance companies in California. This investment authority is broad enough to include real estate investments, since such are allowed under California law for insurance companies. Such real estate investments may not exceed 25% of the total portfolio. Although the Retirement Board has yet to invest directly in real estate projects, it would be legal for it to invest up to $125 million in real estate assets.

The Retirement Fund is contributed to jointly by the employees and the city. The city's share of payments into the fund in fiscal 1971 will exceed $35 million. The Retirement Fund is "fully funded"–that is, at any point in time there are sufficient investment funds in the fund, plus expected future investment earnings, to pay the future stream of benefits required under the system. The Retirement Fund will grow over the years as current investments yield interest, new employees are brought into the system, and existing employees achieve greater seniority and thereby become eligible for higher retirement claims.

Actuaries–financial specialists hired by the Retirement Board–recommend to the board that amount of employee and city contributions that must be made each year to keep the fund "fully funded." Once the board has received these recommendations it has final determination as to the contribution rate, conclusively and without recourse. That is, the City of San Francisco must pay into the fund the amounts necessary as determined by the Retirement Board.

The city's contribution is required each fiscal year as are the employee contributions which are handled through payroll deduction. In the language of the charter, "the City and County shall contribute jointly with the members of the retirement system to meet the liabilities accruing under the system because of services rendered to the City and County . . ." The charter also indicates that "the City and County shall contribute to the retirement system such amounts as may be necessary . . . to provide the benefits payable under this section." This means that the responsibility of the city is to provide funds so that when they are invested sufficient monies will be available to pay benefits indicated under the charter.

The Retirement Fund is, however, a potential source of financing for the new library. It is clearly legal for the Retirement Fund to finance a new library should the board in its discretion so choose. The Retirement Board in considering past proposals to finance public facilities has not acted affirmatively for the following reasons:

- Compared with tax exempt securities, such as general obligation bonds or revenue bonds of public bodies, the Retirement Fund can earn appreciably higher rates of interest from private bond issues–rates of interest that typically run 2-3% higher.

- The Retirement Board has been disinclined to accept the ancillary responsibilities and activities involved in the management of real property. It does not wish to be a "landlord."

- If the library or other city agency were to pay commercial rental rates on space leased in buildings owned by the retirement system, the ongoing operating cost and payments from the city's general fund would be significantly more expensive than financing through general obligation or revenue bonds.

- City employees have consistently demanded that the funds in the retirement system be invested at the highest rate of return possible, so as to minimize the cash contribution required by the city employees. The Retirement Board feels it cannot subsidize public buildings.

All of these concerns indicate that the Retirement Fund as a source of financing for the new library presents difficult problems. We think, however, that a new approach may be possible, as described later, that would ameliorate many of these concerns. Therefore, we do not reject the retirement system out-of-hand as a source of library financing, but describe this new approach below.

g. Federal, State, and Foundation Support

We have explored in a general way the availability of federal and State of California programs in support of the construction program for the new library. We have also looked at the extent to which various foundations have supported such projects in the past. We believe the City of San Francisco cannot look in any major way to the federal and state governments for capital budget support for construction. Certain programs are available for support of construction, but they will not exceed $1 million. Foundations, both public and private, have typically not funded construction. Rather, they are more likely to support a specific innovative program within existing library systems. It is unrealistic for the city to look to this source for major help.

Our conclusion relative to federal, state, and foundation support of the new library facility is that minimal help may be expected in the construction of the new library, but that some longer-term supportive assistance may be given to worthwhile programs within the library.

h. Community Drive

Individual contributors, as well as San Francisco business, support a variety of public organizations, worthwhile institutions, and community activities which in total significantly enhance San Francisco's civic and cultural life. It must be recognized, however, that such private donations and support have many claimants and there is strong competition for what must be considered limited funds. It is not realistic to assume that private contributions would be forthcoming for a major capital expenditure program. It is possible that once the city has built a new library, private contributions in special areas could add considerable enrichment to the total program and project. Thus we would support the idea that along with the public financing of the new library should come a major community drive to elicit support for its programs and activities. Such support would more likely be forthcoming after the city financed the new main library, rather than before.

2. Proposed Alternatives for Financing the New Library

Among the variety of financial alternatives previously discussed, three are worthy of detailed consideration and analysis. These are a general obligation bond issue, a combination revenue and general obligation bond issue, and utilizing the equivalent of one year's city contribution to its Employees Retirement Fund. Here we derive the actual cost to the City and County of San Francisco of pursuing each of these apparently feasible alternatives.

a. Introduction

The amount of financing required consists of the funds necessary to build the new library, as well as to renovate the old library for subsequent use as office space. A detailed breakdown of the capital costs for these purposes is shown in Table A, in the appendix. These estimates were made on the basis of 1971 costs. A summary of these costs is shown in the first column of Table 6 labeled "capital costs." The capital investment required for the new main library is estimated to be $29.157 million in 1971 dollars. To renovate the old library for use as office space is an additional estimated cost in 1971 dollars of $2.123 million, for a total project investment of $31.280 million. Since the new library will be constructed over the time period 1974-1976 we have inflated current cost estimates to the equivalent 1974 figure at an inflation rate of 10% a year. It may be seen in the first column that this escalation rate moves the new library capital cost from $29.157 million to an estimated $38.81 million. Similarly we have escalated the costs of renovating the old library structure. This building, however, must be maintained in library use until the new facility is ready. Therefore, we have estimated that the majority of renovation costs will be incurred in 1976 and therefore inflation runs somewhat longer. The costs of renovation based on a 10% inflation factor between now and 1976 moves that element of the project from $2.123 million to $3.419 million.

The total capital investment in the new library project if it is completed according to these time estimates will run to $42.227 million. This will be the amount of financing required to move the project ahead.

b. Rental Income

On the new library site it is possible to construct more square footage than is required by the library between 1976 and 1990–space that can be leased at commercial rents. Between 1990 and the year 2000 expanding library requirements will effectively absorb this space slowly. Thus, it is possible that during this interim period lease revenues can partly offset the project cost and be used as the basis for financing. Specifically some 164,000 square feet of new office space is available in the new facility between 1976 and 1990. We estimate that by 1976 such space in the general location could command as much as $7.00/sq ft/year. It is reasonable to assume 95% occupancy of this space under commercial conditions. The cost of maintaining this space and providing other tenant services may be expected to run about $2.25/sq ft, or about 32% of revenue. If this space were rented under the above conditions, some $740,000 a year net revenue after operating costs could be realized.

Similarly the renovation of the old library facility into office space can provide additional yearly payments to the advantage of the total project. Specifically we estimate that some 67,000 sq ft of space may be available after renovation. Such space would not command quite the rental as new space and we estimate that $5.50/sq ft/year is a reasonable rental level. As in the previous case we have estimated 95% occupancy and operating costs at the rate of $2.25 a year. Under these conditions the renovated old building would net to the city approximately $207,000 annually if it were rented on the commercial market.

The third source of revenues is the parking garage that will be an integral part of the library facility. Some 200 stalls are programmed within the structure. To be conservative we have estimated that the city will net from the parking operation $1.75 a day calculated on a 250 day/year basis. This daily rate is approximately the current existing maximum. We recognize that there is a certain amount of turnover in the parking garage, increasing revenue, and also that all spaces will not be utilized every day. These two factors will probably balance each other out and the total estimated net revenue to the city of $87,000 a year seems conservative and reasonable.

If all of the rental space were placed in the commercial market, the total net cash flow to the city may be expected to be approximately $1,034,000 a year before financing cost.

c. General Obligation Bond Issue

General obligation bond financing is a legal and feasible alternative for the new library development project. If this approach is taken, where the full impact of the financing falls upon the general tax base of the City and County of San Francisco, we would recommend that some of the advantages of the project be spread among other city departments and priorities. Specifically we would recommend that instead of placing the extra office space on the commercial market, the City and County utilize this space for other office requirements that are indeed pressing, if current plans for remodeling City Hall are not realized.

TABLE 6

ANALYSIS OF FINANCING ALTERNATIVES
(dollars in thousands)

	Capital Cost	General Obligation Bond	Revenue Bond Plus General Obligation Bond	Retirement System
Capital Cost				
New Library, 1971 Costs	$29,157	G.O. Bond Terms: 15 years 5% interest Even maturity	G.O. Bond Terms: 15 years 5% interest Even maturity	Terms: Earn 4½% a year actuarial rate[2] for 30 years.
Renovate Old Space, 1971 Costs	2,123			
Total Investment, 1971 Costs	$31,280			
New Library, 1974 Costs[1]	$38,808			
Renovate Old Space, 1976 Costs[1]	3,419		Revenue Bond Terms: 15 Years 6½% interest Even maturity	
Total Expected Investment[1]	$42,227			
Rental Income				
Library Use, 385,000 Sq Ft		None	None	$ 1,558[3]
New Building, Extra Space, 164,000 Sq Ft ($7.00/sq ft/yr, 95% occupancy, $2.25/sq ft operating cost)		None, made available to other city users.	$ 740	$ 740
Old Building, Renovated, 67,000 Sq Ft ($5.50/sq ft/yr, 95% occupancy, $2.25/sq ft operating cost)		None, made available to other city users	$ 207	$ 207
Parking, 200 Stalls, $1.75/Day Net (250 days/yr)		$ 87	$ 87	$ 87
Total Rental Income, Net		$ 87	$ 1,034	$ 2,592
Financing				
Revenue Bond Available		None	$ 9,722	None
G.O. Bonds Required		$42,227	$32,505	None
Value of Retirement Fund Earning Asset[5]				$42,227
Cost Per Year to City		$ 4,068[4]	$ 3,131	1,558[3]

1. 10% inflation a year included. Excludes possible $1 million federal grant.
2. Current actuarial rate is 4%, expected to be increased next year.
3. Rental derived as amount necessary to pay city share of benefits.
4. No credit given for annual rental savings on 231,000 sq ft made available. Could be worth $1.25 million if city needs all.
5. Excluding land value.

Under such conditions the financing aspects of using general obligation bonds are shown in Column 2 of Table 6. The total capital investment requirement is $42.227 million. Using a general obligation bond with a 15-year term of maturity, with repayments scheduled on an even maturity basis year-by-year, and at a 5% interest rate, the total financing cost to the city each year will be about $4.07 million. The cost of the library portion of the development project would be approximately $947,000 less than this figure, if credit were given for rental cost saved by the city from not having to lease other commercial space for ongoing operations. Thus, the library cost could be construed as approximately $3.12 million a year for 15 years.

The interest cost for a general obligation bond is a subject of some uncertainty, but our 5% estimate appears conservative. The most recent general obligation bond issued by the City and County of San Francisco in December 1970 commanded an interest yield of 4.3%. The analysis of the proposed Court House and School Administration building in August 1969 by the Chief Administrative Officer of San Francisco used a 5½% interest rate as a basis for evaluating financial impact. Thus our estimate falls between recent experience and a more conservative past estimate on the part of the city.

In summary, a general obligation bond issue to cover the costs of the library development program would cost $4.07 million a year for 15 years. This cost would be borne by the general tax base of the City and County of San Francisco.

d. Combination of Revenue Bond and General Obligation Bond Financing

It is clear from the previous discussion of rental income and the expectation of generating approximately $1,034,000 a year net cash flow to the city from such leases, that a revenue bond issue as a part of the financing package is feasible. Specifically we have chosen a 15-year revenue bond, with evenly spaced maturities, at 6½% interest. It may be seen from the third column of Table 6 that such a cash flow would support a revenue bond issue of approximately $9.7 million. Thus, more than 20% of the capital cost of $42.227 million can be covered by bonds backed by the lease income from the development project.

The residual $32.5 million unfinanced by the revenue bond can be covered by a general obligation bond. Again noting Column 3 of Table 6, the cost to the city's tax base would run approximately $3.13 million a year, using the previously stated conditions.

The combination revenue bond issue plus general obligation bond issue to finance the development project cuts the total impact on the city's general tax base from $4.07 million under a straight general obligation bond issue to $3.13 million under the combination plan. Thus, the net cost has been cut by approximately one-quarter. Whether this tax impact savings of about $937,000 is significant depends upon the value placed on having additional city office space under the first general obligation bond alternative. We note that the first alternative would provide to the city approximately 230,000 sq ft of office space. Renting this space on the open market would clearly be more expensive than the difference between the cost savings of the general obligation bond plan and the combination financing plan.

e. Retirement System Financing

We here suggest a financing approach that is innovative and to the best of our knowledge has not been used before in the United States. As such, its feasibility must ultimately depend upon legal judgments as well as negotiations in the ongoing political process of the city. It is, however, worthy of serious consideration and detailed exploration.

Specifically we propose that the equivalent of one year's City and County of San Francisco contribution to the Retirement Fund be invested in the library project and that subsequently the earning asset be turned over to the retirement system to fund the specific benefits legally required of the city. The innovative aspect is that the city is not asking the retirement system for cash to invest in the project; rather, the city is giving to the retirement system as its contribution against specific future benefits an earning asset that will cover those benefits. This of course requires that the library pays rental on its space in the project in the amount which, when added to the commercial rentals, is sufficient to cover the city's benefit stream obligation in the future.

We would suggest that the $42.2 million required for the library project be financed out of the city's contribution over, say, a three-year period at about $14.0 million a year. With the city's contribution currently about $36 million a year, with comparable amount from the employees, such an approach to financing would require only one-fifth of the total funds flowing into the retirement system from its contributors in each of three years.

The legal aspects of this scheme are interesting. Nowhere in the San Francisco Charter, to the best of our knowledge, is the city's contribution spelled out as required to be in cash or funds, nor is there a requirement that the contribution be in such form as to allow the Retirement Board to invest it in high interest yielding bonds or other securities. The charter is clear. The investment responsibility falls directly and solely upon the Retirement Board. The city's responsibility is to make sure that the amount of its contribution covers a specific stream of future retirement benefits, the service liability of which has been incurred in any given year. The city and county has no obligation to "over-fund" the plan to that point where a given year's contribution plus the earnings on such investment generate more cash than required to cover the benefits that have been newly accrued during that given year.

Essentially we have a potential conflict between two divergent obligations. The city must make contributions to cover a given stream of future benefits. The Retirement Board is to have total investment responsibility for the assets under its control in the Retirement Fund. The legal questions therefore hinge on whether the city can deliver other than cash assets to the Retirement Board: Can the Retirement Board refuse to take an earning asset that legally covers the city's obligation for benefit payments, even though the asset is in such a form—real estate—that influences what the Retirement Board's investment decision can be in the future?

At present the Retirement Board actuaries use a calculated earnings' rate of 4% as the basis for determining the city's annual contribution. This actuary rate is expected to rise to approximately 4½% next year after the most recent actuarial analysis is completed. We suggest that the city and county fulfill its total benefit funding obligation by transferring to the Retirement Fund an earnings asset that yields 4½% a year, that is, the library development project. Under such conditions Column 4 of Table 6 outlines the financial impact. It may be seen that the total investment remains $42.227 million. In order to yield over time the 4½% actuarial rate, such an investment would have to generate a total rental income of $2.59 million if the relevant time span for the benefits to be paid is calculated as 30 years. We noted that the commercial revenues from the project may be expected to yield approximately $1,034,000. Thus, the library would be required to rent space in the development at an annual rental of $1.558 million. This annual rental would have to be funded through the library's annual budget and its impact would flow through to the tax base of the City and County of San Francisco. This is the only impact on the tax base, however, and it runs to approximately 38% of the annual cost of the general obligation bond and half the annual cost of the combined revenue and general obligation bond approach.

The utilization of the earning asset approach, which might be considered "front-door financing," would require that the land underneath the development as well as the improvements thereon be transferred in trust to the Retirement Board. It would appear that this presents few legal problems, although this would have to be carefully analyzed. Since the Retirement Fund is essentially a trust fund, the access to which is not legal on the part of the city government, the scheme has a dual advantage of continuing the full funding of the retirement system while retaining prime land essentially under civic control.

There is another philosophic issue that perhaps is worthy of consideration. In the past the city's share or contribution to the Retirement Fund has impacted directly upon the tax base of the city and essentially comes from property tax payments of its citizens. When these funds go to the Retirement Fund and are typically invested in private corporate bonds, we have the following anomaly: Private bond issues may be used to finance such things as power plants, auto assembly lines, industrial parks, soap factories, chemical processing industries such as refineries, aircraft, etc.

In its search for the highest interest yield on its bond portfolio, the Retirement Board lends itself to the process of taxing the citizens of San Francisco in order to finance corporate investment. We are not against corporate investment, as it is one keystone of our economic system and the basis for advancement of the country's standard of living. However, we must express philosophic concern when the rigidities and traditions of pension fund financing take resources, and scarce resources at that, from the public sector in order to finance the private sector of our economy. The plan we suggest here does not reverse this process. Rather it changes it slightly so that under special conditions key priority elements of public sector capital requirements are given support from the city's retirement system process.

In summary, the alternative of delivering an earning asset to the retirement system must be considered in its full legal, political, and public finance context. The approach does not change the city's responsibility of providing full benefits as directed by the San Francisco Charter. In no way is the city attempting to change its legal obligation to its employees. On the positive side this approach would help finance a key public investment project; it would cut the annual tax costs of this project by 62% versus the general obligation bond approach; it is contributory to the problem of public versus private resource allocation in our local economy; and, perhaps most important, it will ensure that our children and our children's children will have the type of library facility that we have all enjoyed and benefited from, but more suited to their needs. In its most fundamental sense the library project is an investment in our future.

II

LIBRARY USAGE
IN SAN FRANSISCO

II. LIBRARY USAGE IN SAN FRANCISCO

Preliminary returns from the 1970 U.S. Census estimate the population of the City and County of San Francisco at 704,000 persons. Of this number, we estimate that 184,000 individuals (26%) used some part of the Public Library System during the past year. An additional 21,000 nonresidents used the library system. The resulting total of 205,000 persons accounted for approximately 3,232,000 visits to the library in 1970.

During this study, we conducted three questionnaire surveys of the library user. We obtained data from 5800 systemwide users through a self-administered questionnaire, from 400 main library users through an interview-administered questionnaire, and from children at the main library through a specially designed questionnaire. In addition, discussion group meetings were held on library service and problems of the nonuser.

This chapter of highlights from an analysis of these surveys describes various user and nonuser characteristics. We made the analysis in order to describe such characteristics of library usage as frequency and purpose of visits, and manner of use and materials used, and to describe user evaluation of the system and priorities for change. The major purpose of developing this data was to establish the character and dimensions of library usage in San Francisco, in order to provide a base line for future library planning.

A. THE LIBRARY USERS

The library users in San Francisco represent all age groups and most occupations and other characteristics of status, and they have a generally high level of educational achievement. The more comprehensive collection of the main library tends to be used by college students, professional persons, and working adults in the "middle-productive" years of life. The branch libraries, with much smaller collections but located closer to home, serve more students, especially elementary and junior high school students, as well as housewives and retired persons.

1. The Age of Respondent Library Users

There was a marked difference in the age distribution of respondent main and branch library users. Almost one-third of those sampled at the main library were between 19 and 25 years of age, with an additional one-third between 26 and 40. There was a smaller representation of both younger and older persons. At the branches, on the other hand, there was a more even distribution among all age groups, ranging from 10-25% in each category.

TABLE 7

AGE COMPOSITION OF USER RESPONDENTS

Age	Self-Administered Questionnaire Sampled at Main Library	Self-Administered Questionnaire Sampled at Branches	Interview-Administered Questionnaire Sampled at Main Library
12 and Under	1.2%	10.5%	0.2%
13-18	11.6	20.1	7.5
19-25	32.5	14.4	33.2
26-40	32.0	22.8	32.7
41-60	16.9	21.0	16.9
60+	5.7	11.1	9.5
No Response	0.1	0.1	–
Total	100.0%	100.0%	100.0%

Elementary and secondary school respondents represented about 30% of the branch library sample, but less than 13% of the main library sample. A greater number of 13-18-year-olds avail themselves of systemwide library services than any other age group in San Francisco, as estimated on the basis of responses to the self-administered questionnaire. The proportion of high school students using the main library is greater than that of junior high school students, because more comprehensive and adequate materials are available there. The junior high and elementary students, requiring study space but a less comprehensive collection, are heavier users of the branch libraries.

The main library serves a more active population, including age groups in which high school and college students have high rates of participation and a large representation in the middle-productive years: the managers, professionals, and other employed persons who require the resources of the library for work and self-development. One-third of the user respondents of the main library were between the ages of 19 and 25, which we have termed college age. Another third were between 26 and 40.

The branches provide library resources for the young and elderly, who find it more difficult and expensive to travel to the main library–and generally have less demanding needs for in-depth, comprehensive library service. The main library, on the other hand, serves the more specialized needs of the middle-productive years.

2. Sex of Respondent Library Users

The majority of main library respondents were male.

TABLE 8

SEX OF USER RESPONDENTS*

Sex	Head Count at Main Library	Self-Administered Questionnaire Sampled at Main Library	Self-Administered Questionnaire Sampled at Branches	Interview-Administered Questionnaire Sampled at Main Library
Male	65%	54.4%	35.0%	68.5%
Female	35	45.6	65.0	31.5
Total	100%	100.0%	100.0%	100.0%

* Fifty-four percent of the sample of the self-administered questionnaire were males. An actual head count at the door supports a 65% figure. Of the 400 sample interview-administered questionnaires, 68.5% were male. The 54% figure is attributable to the fact that many busy professional men did not have time to participate in the interview questionnaire.

The opposite was true of respondents at the branches, where 65% were female. A similar pattern is reflected in the use of the main and branch libraries by housewife respondents, 3.8% and 17.8%, respectively. A national sample of users and nonusers, in a study of library usage commissioned by the National Advisory Commission on Libraries, was composed of 47.1% men and 52.9% women: 26% of the men and 35% of the women were classified as library users. The user sample represented 44.4% males and 55.6% females. The combined sample of the self-administered questionnaire undertaken in the ADL study consisted of 43.1% male and 56.9% female respondent users.

3. Current Occupation and Status of Respondent Library Users

The largest category of systemwide user respondents to the self-administered questionnaire was heads of households (38.1%), followed by students of all types (36.2%), housewives (11.9%), retired persons (7.2%), and the unemployed (4.1%). The occupations of the heads of households were predominantly professional-managerial (21.6%), followed by sales-clerical (10.6%),and craftsmen-laborers (5.9%). Compared with the national study previously described, San Francisco respondent users in occupational categories similar to those in the self-administered questionnaire were significantly weighted toward the professional-managerial and sales-clerical categories, as one would expect in the central city of a large metropolitan area:

	Subsample S.F. Self-Administered Questionnaire*	Advisory Commission National Sample
Professional-Managerial	56.6%	40.9%
Sales-Clerical	27.9	16.4
Craftsman-Laborer	15.5	42.7

A comparison of the respondents sampled at the main library with those sampled at the branch libraries reveals a significantly different distribution of users. The largest groups sampled at the branches were students, followed by heads of households and housewives. Housewives and retired persons form a larger segment of library patronage at the branches than at the main library: together they constitute 27% of the respondents for the former and less than 9% for the latter.

Of the occupational categories the professional-managerial group was the largest, followed by sales-clerical and craftsmen-laborers. This distribution was found in both the main and branch libraries, except that each group represented a significantly larger percentage of the total respondents at the main library.

TABLE 9

OCCUPATION AND STATUS OF USER RESPONDENTS

	Self-Administered Questionnaire		Interview-Administered Questionnaire
	Sampled at Main Library	Sampled at Branches	Sampled at Main Library
Head of Household			
Professional-Managerial	27.1%	18.2%	24.7%
Sales-Clerical	13.3	8.9	10.3
Craftsman-Laborer	8.3	4.1	10.0
Subtotal	48.7%	31.2%	45.0%
Housewife	3.8%	17.8%	5.0%
Student	32.4	37.8	23.8
Retired	5.0	9.2	9.2
Unemployed	6.4	2.3	13.2
Other	3.4	1.4	3.8
No Response	0.3	0.3	–
Total	100.0%	100.0%	100.0%

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* Percentages are of the subsample of occupational categories shown in Table 9.

A comparison of the distribution of the occupation and status of respondents sampled at the main library for the self-administered and the interview-administered questionnaires shows a bias toward the retired and unemployed. The order of distribution in both samples is, however, identical. The length of the interview was such that the busy professional-managerial person and student tended to refuse participation.

4. Educational Achievement of User Respondents

Virtually all of the adult user respondents had at least a high school education. Some 60% were college graduates, and about 20% had completed graduate or professional school. This distribution is remarkably similar for both the main library and the branches.

The current student respondent patronage pattern favors the branches through junior high school, but shifts noticeably toward the main library for high school students and those participating in higher education:

TABLE 10

HIGHEST EDUCATION COMPLETED FOR USER RESPONDENTS

	Self-Administered Questionnaire				Interview-Administered Questionnaire Sampled at Main Library	
	Sampled at Main Library		Sampled at Branches			
	N	S	N	S	N	S
Elementary School	0.8%	4.0%	1.1%	27.4%	1.4%	1.8%
Junior High School	1.6	13.8	1.3	31.3	2.5	2.5
High School	22.2	34.6	22.4	24.3	20.4	20.0
Business/Technical School	9.0	1.7	11.2	1.0	2.9	1.7
College (Total)	41.3	36.1	39.4	13.0	55.3	55.7
Community/Junior College	n.a.	n.a.	n.a.	n.a.	(18.9)	(18.3)
Four-Year College	n.a.	n.a.	n.a.	n.a.	(36.4)	(37.5)
Graduate/Professional	23.6	9.8	21.0	3.0	17.5	18.3
No Response	1.4	–	3.5	–	–	–
Unclear Response	0.1	–	0.1	–	–	–
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

N = Nonstudents.
S = Students.
n.a. = Not applicable.

The branches, more numerous and conveniently located near home and elementary and secondary schools throughout the city, are in greater demand by students through the junior high school level. However, as indicated above, as more complex and in-depth materials are needed to supplement the curriculum materials of school and college libraries, more high school and college students use the resources and services of the main library.

5. Special Characteristics of Main Library Respondents

The interview-administered questionnaire at the main library asked questions not included in the self-administered questionnaire. These questions concerned income, race, home ownership, voter registration, and use of leisure time.

The income levels of the main library respondents to the interview questionnaire are compared with citywide data of the 1960 census and data from the national sample of the National Advisory Commission on Libraries in the table below.

TABLE 11

HOUSEHOLD INCOME LEVELS OF MAIN LIBRARY USER RESPONDENTS

	Interview Questionnaire	Citywide 1960 Census	Advisory Commission National Sample
Under $3,000	27.5%	13.5%	16.3%
$3,001-3,999	–	63.9	55.4
$3,001-6,000	16.0	–	–
$6,001-9,000	21.8	–	–
$9,001-12,000	15.2	–	–
$10,000 and Over	–	22.6	25.3
$12,001-15,000	8.0	–	–
$15,001-20,000	6.3	–	–
Over $20,000	5.2	–	–

At the higher income levels the distribution of interview respondents was roughly similar to citywide distribution and national data. However, a greater percentage of the respondents were in the under $3,000 per year income level. This is consistent with the larger percentage of retired and unemployed main library respondents, as well as independent adult students, in the interview questionnaire. The percentage of higher income respondents is consistent with greater main library use by the professional-managerial occupational and middle-productive age groups.

The racial distribution of main library users, as determined by the interview-administered questionnaire and visual observation in a head count of patrons, is estimated to be as follows:

	Interview Sample	Estimated 1969 Citywide
Caucasian	81.7%	71.3%
Negro	8.3	14.4
Oriental	5.5	10.5
Other	4.5	3.8
Total	100.0%	100.0%

A comparison of these respondent characteristics with San Francisco Health Department estimates of racial distribution for 1969 would suggest that with respect to citywide distribution, Caucasians make greater use of the main library than do Negroes and Orientals.

The percentages of registered voters and homeowners among the 400 persons interviewed at the main library were:

	Registered Voter	Home-Owning Household
Residents		
Yes	52.7%	19.5%
No	32.5	80.5
Under 21	9.0	n.a.
Nonresidents	5.8	n.a.
Total	100.0%	100.0%

n.a. = Not applicable.

The low level of home ownership is not surprising in view of the findings in Table 11 that approximately 80% of the main library respondents come from households with incomes under $12,000 per year. This may in part reflect a slight bias toward the retired and unemployed, and a large number of college students working part-time.

Registered voters in San Francisco for the June and November elections were 48% and 53%, respectively, of the 1970 estimated population of 704,000. The interview sample of main library users showed a similar distribution.

The main library users as represented by the respondents to the interview-administered questionnaire ranked reading books as a significant use of their leisure time. Also important were reading newspapers, home activities, and sports. Not surprisingly, for the library user and reader, watching television was the least important of the leisure time activities.

TABLE 12

USE OF LEISURE TIME BY MAIN LIBRARY USER RESPONDENTS

	Percent of Sample Spending				
	Most of Free Time	Some of Free Time	Very Little Free Time	None of Free Time	Total
Reading Books	31.5%	54.8%	12.5%	1.2%	100%
Reading Newspapers	12.8	59.2	24.0	4.0	100%
Watching Television	2.8	21.7	38.5	37.0	100%
Taking Courses	3.2	24.5	15.3	57.0	100%
Home Activities	15.5	47.5	17.0	20.0	100%
Political or Cultural Activities	5.8	38.2	27.2	28.8	100%
Sports	10.5	43.2	22.8	23.5	100%
Housework	3.8	29.5	35.5	31.2	100%
Other	4.3	6.3	1.2	88.2	100%

The National Advisory Commission on Libraries' sample indicated that the largest number of nonusers do not go to a public library because they prefer magazines and TV to books. The second largest group of nonusers are too busy and have no time; in the next group are persons who acquire books from other sources.

B. CHARACTERISTICS OF LIBRARY VISITS

Every year 205,000 people make 3.2 million visits to some part of the San Francisco Public Library System, according to our estimates. They use the services of the library system at all hours of the day and throughout the week, arriving at the libraries via many kinds of transportation. Access to the branches by walking is good, as is automobile and public transportation access to the main library. Travel times are convenient, generally within 30 minutes from any part of the city by public transportation.

The library system is used for personal, business, and school-related uses—and the library tends to be used for more than one purpose at any given time. The main library supports an important comprehensive and specialized function for reference, research, and study. The branch libraries perform important supplementary functions, especially for school children, housewives, and the elderly.

1. Time of Day—Day of Week

Table 13 distributes daily library patronage of the respondents among four three-hour periods at the main library and the branches.

TABLE 13

TIME OF GENERAL USE OF LIBRARY FROM RESPONSES TO SELF-ADMINISTERED QUESTIONNAIRE

Time Period	Sampled at Main Library	Sampled at Branches
Opening-Noon	9.1%	9.6%
Noon-3 p.m.	18.1	21.6
3 p.m. -6 p.m.	20.6	34.8
6 p.m. -Closing	29.4	18.5
No Particular Time	22.8	15.5
Total	100.0%	100.0%

The heaviest concentration of use at the branches—34.8% between 3 p.m. and 6 p.m.—reflects use of these facilities by elementary and high school students, while lower attendance after 6 p.m. is influenced by the earlier closing hours of some branches. At the main library the heaviest use (29.4%) is after 6 p.m., the end of the work day for most people. Among the comments on service at the main library, a substantial number of persons suggested later closing hours. Neither the branches nor the main library receive as much as 10% of their daily use before noon. It might be desirable in some locations to provide later opening and closing hours.

Table 14 shows patronage by day of week. In general, library use is quite even, no day having noticeably less than 10% of the week's business or as much as 25%.

The busiest day is "due day" when books must be returned. "Due day" is Wednesday at the main, and Tuesday or Wednesday at various branches. The quietest day everywhere is Friday, especially the evening: an earlier closing hour has been suggested for Friday. Saturday, on the other hand, is busier than is apparent from the table: all library locations close by 6 p.m. Saturday.

An analysis of user respondents sampled at the main library showed significant correlations between (1) retired persons and use of the library before noon, (2) arriving from work and use of the library between noon and 3 p.m., (3) students arriving from school and use of the library from 3-6 p.m., and (4) professional persons, the 26-40 year age group, arriving at the library from home and use of the library after 6 p.m. The latter user characteristics were also correlated with complaints about insufficient hours. A similar analysis of user respondents sampled at the branch libraries showed significant correlations between (1) housewives, purpose of visit for personal use, and use of the library before noon; (2) housewives and retired persons, personal use, and use of the library between noon and 3 p.m.; (3) students and others 18 and younger, purpose of visit for school-related uses and school homework, and use of the library from 3-6 p.m.; and (4) 26-40-year-olds, professional and sales-clerical persons, and use of the library after 6 p.m. As with the main library, the later user characteristics were correlated with complaints about library hours.

TABLE 14

DAY OF TRIP TO LIBRARY FOR RESPONDENTS TO SELF-ADMINISTERED QUESTIONNAIRE

Day of Trip	Sampled at Main Library	Sampled at Branches
Monday	13.8%	16.9%
Tuesday	19.3	24.0
Wednesday	21.1	21.1
Thursday	18.0	12.3
Friday	11.3	9.9
Saturday	16.5	15.8
Total	100.0%	100.0%

2. Origin of Trips to the Library

Home is the point of origin for more than half of all library trips–55% of trips to the main library and 67% to branches; work is the origin for a lower proportion of trips to the main library (19%); and a school origin accounts for an even lower percentage of trips to the branches (11%), indicating that students return home before going to the library. For 12-16% of the persons sampled, trips to the library were combined with other activities such as shopping, visits to friends, etc.

TABLE 15

USUAL POINT OF ORIGIN FOR TRIP TO LIBRARY BY RESPONDENTS TO SELF-ADMINISTERED QUESTIONNAIRE

From	Sampled at Main Library	Sampled at Branches
Home	54.8%	67.3%
Work	19.2	8.5
School	9.5	11.7
Elsewhere	16.5	12.5
Total	100.0%	100.0%

3. Travel Time and Mode of Travel

Table 16 shows that some 68% of branch patrons reach the library in less than 10 minutes while only 30% can get to the main library as quickly. However, about 86% of main library patrons spend less than 30 minutes en route. The main library, centrally located in a compact city, is remarkably accessible. This accessibility is even more striking when it is seen that almost two-thirds of the user respondents of the main library either walk or use public transportation (Table 17).

TABLE 16

TIME OF TRAVEL TO LIBRARY FOR RESPONDENTS TO SELF-ADMINISTERED QUESTIONNAIRE

Travel Time	Sampled at Main Library	Sampled at Branches
Under 5 Minutes	12.1%	37.9%
6-10 Minutes	18.6	30.0
11-15 Minutes	24.9	16.9
16-30 Minutes	30.3	9.5
More than 30 Minutes	10.7	3.2
Do Not Know	3.4	2.5
Total	100.0%	100.0%

TABLE 17

USUAL MODE OF TRANSPORTATION TO LIBRARY FOR RESPONDENTS TO SELF-ADMINISTERED QUESTIONNAIRE

Mode of Transportation	**Sampled at Main Library**	**Sampled at Branches**
Walk	31.3%	56.5%
Private Auto, Taxi	28.6	31.4
Public Transportation	33.3	6.6
Bicycle, Motorcycle	1.5	1.6
No Particular Way	5.3	3.9
Total	100.0%	100.0%

In the neighborhoods most patrons walk or drive to the local library; use of public transportation is minimal. Many of the people who walk to the main library are from neighborhoods which have their own branches, such as the Haight–Fillmore area, the Inner Mission, Old San Francisco,* and Potrero Hill. Most of these people walk to the main library from work or shopping rather than from home.

A correlation analysis of method of travel with various user characteristics showed significant correlations between walking to the main library and living in the Civic Center, South of Market, and Old San Francisco areas, arriving at the library from work, arriving within 6-10 minutes, and use by retired persons, 41-60-year-olds, and sales-clerical persons. Arriving at the main library by auto or taxi was significantly correlated with use of the library after 6 p.m., arriving from home within 11-15 minutes, use by professional persons and 26-40-year-olds, purpose of visit for professional use, and use of occupationally oriented books. Arriving at the main library by public transportation was significantly correlated with the 13-25-year age group, arriving within 16-30 minutes, arrival from school, and purpose of visit for school-related and homework purposes.

Figure 13 summarizes the mode of travel to the main library by respondents from San Francisco neighborhoods. The difference between the sum of the indicated figures for each neighborhood and 100% is the percentage of people who walk or use a bicycle. The importance of public transportation, especially to the school and college age population, is dramatically apparent with the majority of the respondents from 14 of 23 neighborhoods using public transportation instead of the automobile.

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* Primarily Chinatown, North Beach, and part of Nob Hill.

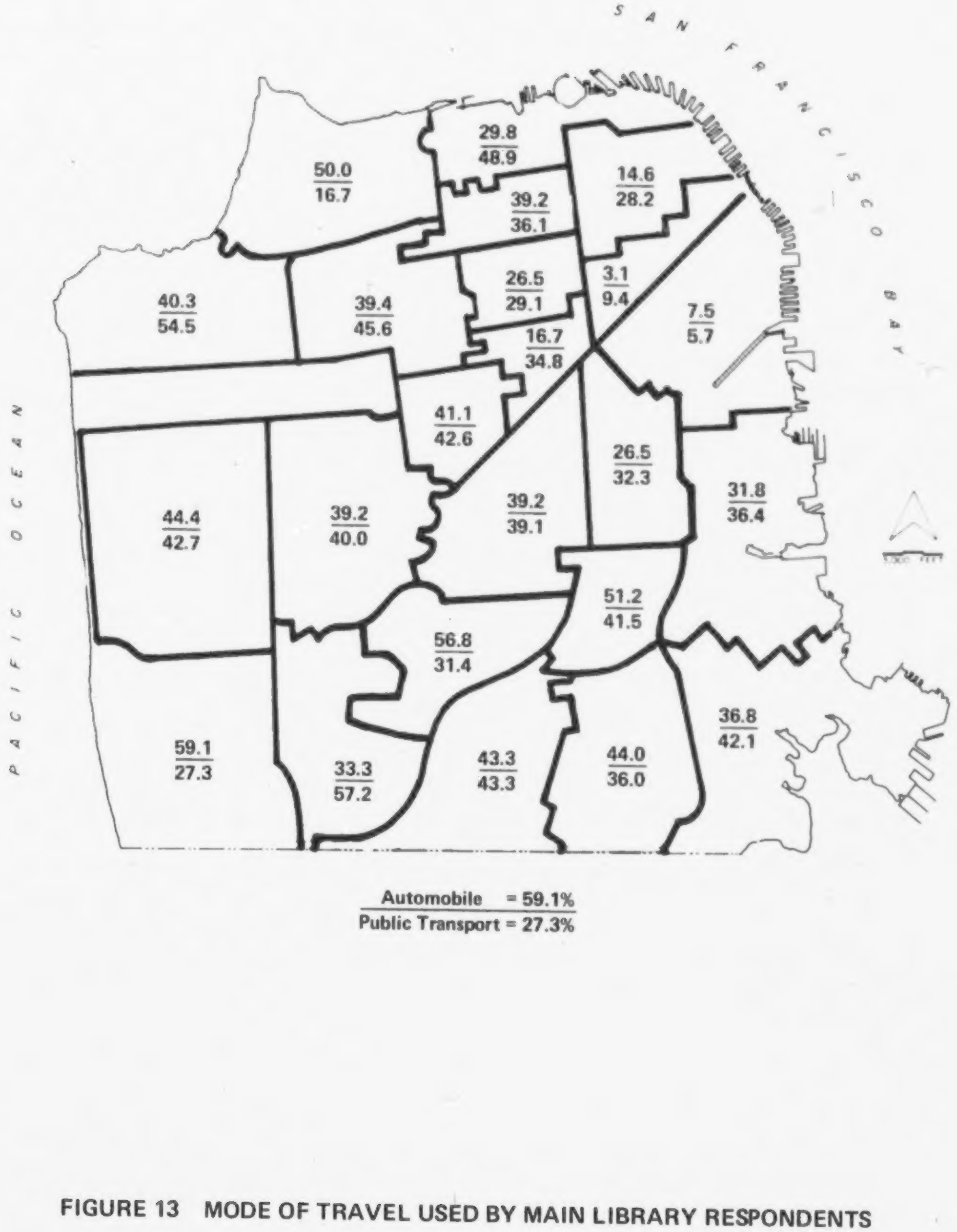
SAN FRANCISCO BAY
PACIFIC OCEAN
29.8 / 48.9
50.0 / 16.7
14.6 / 28.2
39.2 / 36.1
40.3 / 54.5
39.4 / 45.6
26.5 / 29.1
3.1 / 9.4
7.5 / 5.7
16.7 / 34.8
41.1 / 42.6
26.5 / 32.3
31.8 / 36.4
44.4 / 42.7
39.2 / 40.0
39.2 / 39.1
51.2 / 41.5
56.8 / 31.4
36.8 / 42.1
59.1 / 27.3
33.3 / 57.2
43.3 / 43.3
44.0 / 36.0
Automobile = 59.1%
Public Transport = 27.3%

FIGURE 13 MODE OF TRAVEL USED BY MAIN LIBRARY RESPONDENTS

A similar correlation analysis of method of travel with various user characteristics was undertaken for respondents sampled at the branch libraries. Walking to the branches was highly correlated with 18-year-olds and under, library used most often–branch closest to home, students, used for school-related purposes and homework, and use of the library from 3-6 p.m. Use of automobile or taxi was significantly correlated with the 26-60 age group, housewives, professional persons, use of library for personal use, and use of library before noon. Using public transportation was significantly correlated with arriving at the library from school.

Mode of travel to the branch libraries by respondents from San Francisco neighborhoods is summarized in Figure 14. The difference between the sum of the indicated figures for each neighborhood and 100% is the percentage of people who use public transportation. In 21 of the 23 neighborhoods, more of the respondents walk than use automobiles or public transportation to reach library services.

4. Purpose of Trips to the Library

Table 18 summarizes in five categories the purposes for which the respondents visited the main and branch libraries.

TABLE 18

PRIMARY PURPOSE OF TRIPS TO LIBRARY FOR RESPONDENTS TO SELF-ADMINISTERED QUESTIONNAIRE

Purpose of Visit	Sampled at Main Library	Sampled at Branches
Personal Use	45.1%	53.8%
Business or Professional Use	6.9	3.2
Equally for Business and Personal Use	18.3	12.8
School-Related Use	20.8	19.7
Equally for School and Personal Use	8.7	9.1
No Response	0.2	1.4
Total	100.0%	100.0%

About half of all library visits are for personal reasons, but those which combine business and personal interests are half again as frequent at the main as at the branches, while *purely* business and professional trips are twice as high a percentage at the main. School-related use is about 20% in each case, but as mentioned previously, college students are more likely to be found at the main library and elementary and secondary school students at the branches.

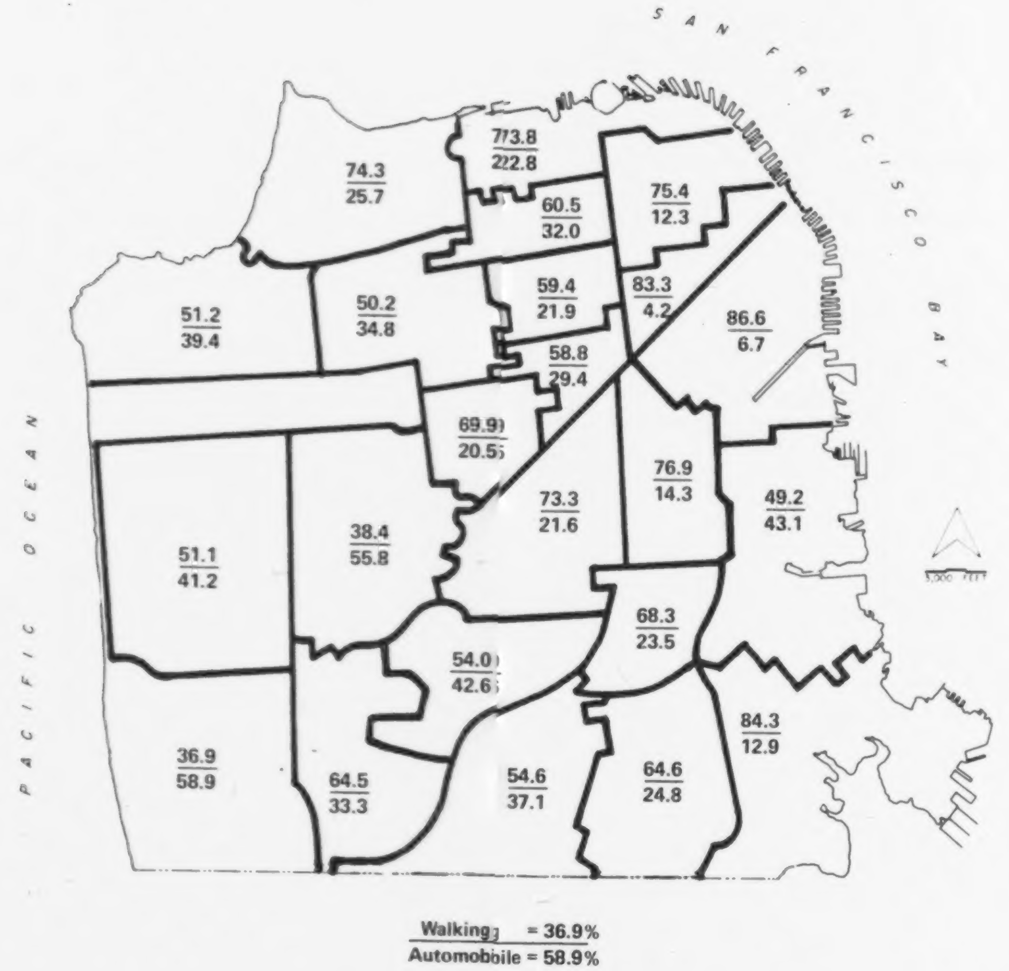
SAN FRANCISCO BAY
PACIFIC OCEAN
73.8
22.8
74.3
25.7
60.5
32.0
75.4
12.3
59.4
21.9
83.3
4.2
86.6
6.7
51.2
39.4
50.2
34.8
58.8
29.4
69.9
20.5
76.9
14.3
49.2
43.1
73.3
21.6
38.4
55.8
51.1
41.2
68.3
23.5
54.0
42.6
84.3
12.9
36.9
58.9
64.5
33.3
54.6
37.1
64.6
24.8
Walking = 36.9%
Automobile = 58.9%

FIGURE 14 MODE OF TRAVEL USED BY BRANCH LIBRARY RESPONDENTS

Table 19 relates *purpose* of library visit to *occupational status* of user respondent. With the exception of students, library use is predominantly personal for individuals in all categories. For housewives, retired persons, and the unemployed, personal reasons account, in each case, for more then 80% of library trips. Even in the case of students, 22% use the library for purely personal purposes and an additional 21% for combined school and personal reasons, in addition to the 50% which use it purely for school work. Professionals use the library less for personal purposes and more for business than do most other users. About one-third of their use also is a combination of business and personal.

TABLE 19

PURPOSE OF TRIP TO LIBRARY RELATED TO OCCUPATIONAL STATUS OF RESPONDENTS TO SELF-ADMINISTERED QUESTIONNAIRE

	Purpose of Trip						
Occupational Status	Personal	Business	Business and Personal	School-work	School and Personal	No Response	Total
Blue Collar	68.8%	4.7%	18.4%	5.8%	1.5%	0.9%	100%
Sales-Clerical	71.5	4.1	16.9	3.9	2.4	1.1	100%
Professional	47.4	14.1	32.7	3.4	2.0	0.5	100%
Housewife	83.8	1.0	6.7	2.6	4.1	1.9	100%
Student	22.0	0.7	5.9	50.1	21.0	0.2	100%
Retired	80.3	3.4	12.9	0.2	–	3.2	100%
Unemployed	81.7	2.9	10.8	2.5	1.7	0.4	100%
Other	45.2	13.5	38.1	3.2	–	–	100%
No Response	72.2	–	11.1	11.1	–	5.6	100%
Percent of Total Sample	51.3%	4.4%	14.5%	20.2%	8.6%	1.0%	100%

(Totals may not equal 100% dua to rounding.)

Table 20 relates *purpose* of library trips to the *frequency* with which the individuals use the main and the branch libraries. Again, personal activity is the largest single category in each case, but to a more pronounced degree for individuals who use a branch library once a week (54.6%), and for those who use the main library less than six times a year (58.3%). It is not uncommon for an individual to use his branch library habitually and the main library occasionally.

On the other hand, individuals whose principal purpose is business, or a combination of business and personal activities, tend to use the main library more frequently and the branches less.

TABLE 20

PURPOSE OF TRIP TO LIBRARY RELATED TO FREQUENCY OF USE —SELF-ADMINISTERED QUESTIONNAIRE

	Purpose of Trip						
Frequency	Personal	Business	Business and Personal	School-work	School and Personal	No Response	Total
Main Library Users							
Once a Week	45.9%	7.6%	19.4%	18.4%	8.7%	–	100%
6-12 Times Yearly	42.9	5.0	19.3	22.9	9.9	–	100%
0-5 Times Yearly	58.3	2.8	9.8	19.4	7.8	1.9%	100%
Branch Users							
Once a Week	54.6	3.7	13.6	18.7	8.1	1.2	100%
6-12 Times Yearly	47.0	4.0	14.7	23.3	9.9	1.1	100%
0-5 Times Yearly	47.2	7.2	16.7	20.3	8.3	0.3	100%
Total Sample	51.3%	4.4%	14.5%	20.2%	8.6%	1.0%	100%

(Totals may not equal 100% due to rounding.)

Use of the library for school work is a fairly constant figure, but a little higher in the case of students who make medium use (6-12 times a year) of either the main library or the branches than it is for very infrequent or very frequent users.

The foregoing data was derived from the self-administered questionnaire. Greater detail is provided by the interview-administered questionnaire at the main library. Table 21 summarizes the activities of interview respondents using the library for recreational, self-education, and research purposes, related to the frequency of library use. The interview also distinguished between the percentage of persons visiting the library for a particular purpose on the day of interview and the percentage making visits for similar purposes any time during the year. Sometimes this is a significant difference: 26.3% of persons interviewed were at the library to read books for pleasure, but 66.3% are there for that purpose at some time during the year.

Self-education was the most common purpose on the day of interview (29.3%) followed by reading books for pleasure and by general self-educational activities.

Among the research categories, research for personal purposes ranked higher than any specific form of academic work.

TABLE 21

PRIMARY PURPOSE OF VISIT TO MAIN LIBRARY RELATED TO FREQUENCY OF USE —INTERVIEW-ADMINISTERED QUESTIONNAIRE

		Frequency of Use Throughout Year								
Purpose of Visit	Using Day of Inter-view	Greater Than Once a Week	Once a Week	2-3 Times a Month	Once a Month	6-11 Times a Year	1-5 Times a Year	Subtotal Ever Using	Never Use	Total
Research Purposes										
Academic Work for BA	9.2%	1.8%	2.0%	3.0%	4.0%	1.5%	3.5%	15.8%	84.2%	100%
Scholarly Research for MA	3.8	1.0	0.2	1.5	0.8	–	1.2	4.7	95.3	100%
Work for Doctoral Degree	0.5	–	0.2	0.3	–	–	–	0.5	99.5	100%
Classroom Assignments	10.5	1.8	2.5	2.5	4.0	2.0	5.5	18.3	81.7	100%
Professional or Business	9.8	1.2	3.2	4.0	2.8	1.0	4.8	17.0	83.0	100%
Unrelated to Job or School	5.2	2.8	2.5	3.0	4.2	1.8	3.0	17.3	82.7	100%
Personal Interests	11.5	4.5	5.0	6.5	6.8	4.2	8.0	35.0	65.0	100%
Self-Educational Purposes										
Own Field of Work	14.3	5.0	5.5	6.5	9.0	4.0	9.8	39.8	60.2	100%
Personal Field or Hobby	29.3	9.2	8.8	10.8	10.8	4.5	13.2	57.3	42.7	100%
Political and Cultural	12.3	3.5	5.0	6.8	9.0	3.0	11.2	38.5	61.5	100%
General Knowledge	21.8	10.0	8.2	13.0	9.3	8.2	8.8	57.5	42.5	100%
Recreational Purposes										
Magazines and Newspapers	8.8	7.0	5.0	6.2	6.8	4.0	12.2	41.2	58.8	100%
Books to Read for Pleasure	26.3	9.8	10.2	16.2	12.8	6.8	10.5	66.3	33.7	100%
Records for Pleasure	2.5	0.2	1.5	2.2	3.5	1.8	7.8	17.0	83.0	100%
Lounge and Pass Time of Day	4.0	2.8	2.5	2.5	3.0	1.2	3.5	15.5	84.5	100%
Other Recreation										
Browse	22.3									
Meetings	0.8									

A comparison of the reasons that brought people to the library on the day of interview with the purpose for which they come at other times throughout the year (Columns 1 and 8) makes it clear that the percentage coming for research during the year ranges between one-and-a-half and three times that of the day of interview (e.g., research for Bachelor of Arts degree, 9.2-15.8%). For the recreational activities, the ratios range as high as four or five times as many people using the library for these purposes at some time during the year as on the day of the interview.

It can be inferred that many people who come to the library for business or research use its recreational facilities while they are there, but that people who come principally for recreation are less likely to branch out into other activities.

5. Main Library Usage

Approximately 80% of the respondents used both the main and branch libraries, and about 20% used one or the other. The main library was used by residents of all neighborhoods of San Francisco. Generally speaking, the percentage of individuals using principally the main library, and frequency of use of the main library, vary with the distance from the user's home or place of work. The percentage of respondents using chiefly the main library or the branch nearest their home is illustrated in Figure 15. Nine neighborhoods immediately adjacent to the main library have between 29.6% and 82.9% of the respondents mostly using the main library compared with the 28.6% weighted average for the total sample. A northern, western, and southern ring of 14 neighborhoods surrounding this core area has between 8.3% and 26% of the respondents using principally the main library.

Table 22 summarizes the distribution of 268 write-in comments of respondents interviewed at the main library as to why they preferred it to any of the branch libraries. The largest category (42%) was the individual's assessment of the collection at the main library, principally that it was the largest and most complete of the system. The second category of reasons had to do with the availability of specific material (26.6%), particularly for reference and research (13.8%). Physical and geographic characteristics, such as convenience to home and to work, each accounted for about 10%.

Table 23 summarizes frequency of use of the main library, the branch closest to home, and other branches, for residents of various San Francisco neighborhoods and for persons who live outside San Francisco. The latter is the only category of people who, when using a branch, do not most frequently use that closest to home. In this case, "another branch" is in almost all cases the business branch used by those employed in San Francisco and living in suburban areas (18.1%). However, this is small compared to the proportion of nonresidents who use the main library (63.2%). The 11.4% of nonresidents using the branch closest to home are probably people living just outside the city limits but using a San Francisco library, or those using their own branches in the suburbs.

Three San Francisco neighborhoods, Buena Vista–Haight Ashbury, Mount Davidson–Glen Park, and the Presidio, have more than 14% persons who use a branch library other than in their neighborhood. Of these, only the first has a sizable percentage using the main library. These neighborhoods have more branches within relative proximity. The respondents probably use branches with facilities or collections that are more adequate to their needs.

TABLE 22

PRIMARY REASON FOR CHOICE OF THE MAIN LIBRARY BY RESPONDENTS TO INTERVIEW-ADMINISTERED QUESTIONNAIRE

(n = 268)

Reasons		Percent of Total Reasons Given
Assessment of Collection		
Largest and Most Complete Collection		25.8%
Supplement Material at Branches		8.5
Could Find Material Nowhere Else		6.9
Older Material Available		0.8
	Subtotal	42.0%
Availability of Specific Material		
Reference and Research		13.8%
Other		12.8
	Subtotal	26.6%
Physical Characteristics		
Convenient to Home		11.3%
Convenient to Work		10.1
Other		3.6
	Subtotal	25.0%
Operations (e.g., hours, checkout periods)		4.8%
Miscellaneous		1.6%
	Total	100.0%

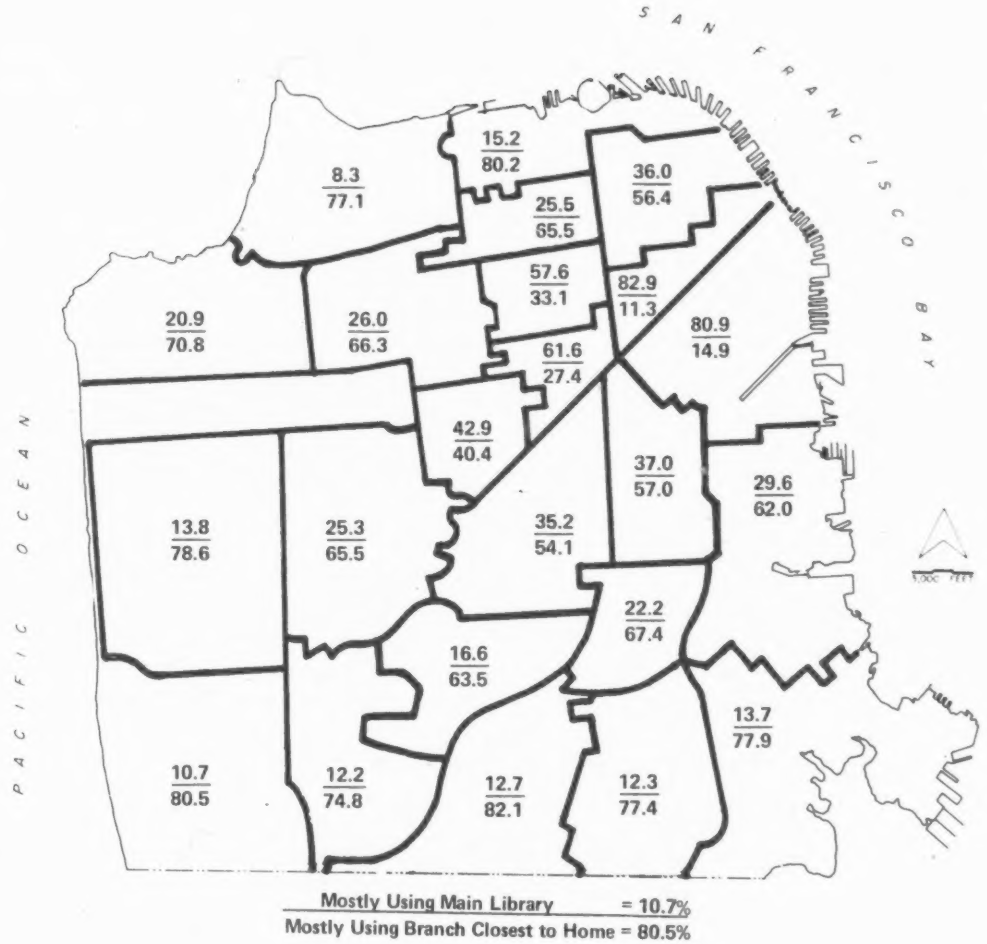
SAN FRANCISCO BAY
PACIFIC OCEAN
15.2
80.2
8.3
77.1
36.0
56.4
25.5
65.5
57.6
33.1
82.9
11.3
20.9
70.8
26.0
66.3
80.9
14.9
61.6
27.4
42.9
40.4
37.0
57.0
29.6
62.0
13.8
78.6
25.3
65.5
35.2
54.1
22.2
67.4
16.6
63.5
13.7
77.9
10.7
80.5
12.2
74.8
12.7
82.1
12.3
77.4
5,000 FEET
Mostly Using Main Library = 10.7%
Mostly Using Branch Closest to Home = 80.5%

FIGURE 15 PERCENTAGE OF RESPONDENTS TO SELF-ADMINISTERED QUESTIONNAIRE PRINCIPALLY USING THE MAIN LIBRARY OR THE BRANCHES

TABLE 23

LIBRARY USED MOST OFTEN BY RESPONDENTS TO SELF-ADMINISTERED QUESTIONNAIRE RESIDING IN VARIOUS NEIGHBORHOODS

Home Neighborhood of Respondents	Library Used Most Often					
	Main Library	Branch Closest to Home	Another Branch Library	All Equal	No Response	Total
Outside San Francisco	63.2%	11.4%	22.2%	0.5%	2.7%	100%
Old San Francisco	36.0	56.4	7.2	0.2	0.2	100%
Civic Center–Downtown	82.9	11.3	5.3	0.5	–	100%
Marina	15.2	80.2	4.2	0.4	–	100%
Pacific Heights	25.5	65.5	8.4	0.3	0.3	100%
Western Addition	57.6	33.1	8.6	0.7	–	100%
Haight–Fillmore	61.6	27.4	11.0	–	–	100%
Buena Vista–Haight Ashbury	42.9	40.4	15.8	0.9	–	100%
Richmond	26.0	66.3	7.5	0.2	–	100%
Outer Richmond	20.9	70.8	8.3	–	–	100%
South of Market	80.9	14.9	4.2	–	–	100%
Potrero Hill–Central Basin	29.6	62.0	6.5	1.9	–	100%
Inner Mission–South Van Ness	37.0	57.0	5.2	0.8	–	100%
Mission Dolores	35.2	54.1	10.2	0.5	–	100%
Twin Peaks–Sunset Heights	25.3	65.5	8.6	0.6	–	100%
Sunset	13.8	78.6	7.0	0.5	0.1	100%
Bayshore East–Hunters Point	13.7	77.9	8.4	–	–	100%
Bernal Heights–Holly Park	22.2	67.4	10.4	–	–	100%
McLaren Park	12.3	77.4	9.6	0.7	–	100%
Mount Davidson–Glen Park	16.6	63.5	19.9	–	–	100%
Outer Mission	12.7	82.1	5.2	–	–	100%
Ocean View	12.2	74.8	10.6	0.8	1.6	100%
Lake Merced	10.7	80.5	8.8	–	–	100%
Presidio	8.3	77.1	14.6	–	–	100%
Do Not Know	17.2	75.1	6.9	0.8	–	100%

C. FREQUENCY OF USE

In terms of numbers of visits to the library, an estimated two-thirds of the patronage was to the branches (2,112,000 visits out of a total 3,232,000). The main library, with the largest building and the largest collection, is the busiest single location in the system with an estimated 1,120,000 visits per year.

TABLE 24

FREQUENCY OF USE OF LIBRARY BY RESPONDENTS TO SELF-ADMINISTERED QUESTIONNAIRE

	Sampled at Main Library	Sampled at Branches
Use of Main Library		
More Than Once a Week	19.7%	3.0%
Once a Week	31.7	4.7
Once a Month	32.9	12.5
Every Other Month	8.5	10.2
Seldom or Never	6.6	68.3
No Response	0.6	1.3
Use of Branches		
More Than Once a Week	7.4%	25.6%
Once a Week	13.9	44.5
Once a Month	17.6	22.3
Every Other Month	9.4	3.6
Seldom or Never	50.1	3.6
No Response	1.6	0.4

Respondents sampled at the main library tend to use it more frequently than the branches and vice versa. Of interest is the amount and nature of multiple use of the system: almost 40% of those sampled at the main library use branches at least once a month, but only about 20% of those sampled at the branches use the main library that often.

Of those sampled at the main library, only 14.5% said they used a branch more frequently than the main library. For six out of seven of them, this was the branch closest to home.

For purposes of this discussion, use of a library once a week or more is considered high frequency ("often"); use once a month or every other month is considered medium frequency ("fairly often"); persons who use the library less than every other month are considered low frequency ("seldom") users.

Combining data from the main and branch libraries (Table 25), we find the following tendencies among the respondents: (1) use branch libraries often, main library seldom, 33.6%; (2) use branch libraries fairly often, main library seldom, 13.9%; (3) use branch libraries often, main library fairly often, 13.8%; and (4) high users of the main library, 20.6%.

TABLE 25

RELATIVE FREQUENCY OF USE OF MAIN AND BRANCH LIBRARIES BY RESPONDENTS TO SELF-ADMINISTERED QUESTIONNAIRE

Frequency of Use	Combined Sample
High Users of Both Main and Branches	9.0%
High Users of Main and Medium Users of Branches	3.6
High Users of Main and Low Users of Branches	8.0
Medium Users of Main and High Users of Branches	13.8
Medium Users of Both Main and Branches	8.3
Medium Users of Main and Low Users of Branches	6.4
Low Users of Main and High Users of Branches	33.6
Low Users of Main and Medium Users of Branches	13.9
Low Users of Both Main and Branches	3.4
Total	100.0%

Interviewed respondents at the main library tended to be its more loyal and constant clientele. Sixty-eight percent were high frequency users, 21% were medium frequency users, and 10.5% were low frequency users. Approximately 63% of these respondents never used branch libraries.

Table 26 shows the main library subject departments used most frequently–literature, history, science, and art. This ranking was true both on the day of interview and throughout the year. All of the subject departments show significant use.

More than 85% used the card catalog and almost 80% used the book checkout service at some time during the year. However, on the day of the interview only 49.2% used the card catalog and 46% checkout services.

1. Changes in Use

Changes in patterns of use at the main library in respect to the number of visits and number of books checked out during the past year, as estimated by the respondents, indicate a net increase for both:

TABLE 26

FREQUENCY OF USE OF LIBRARIES, DEPARTMENTS, AND FUNCTIONAL AREAS BY PERSONS INTERVIEWED AT THE MAIN LIBRARY

		Frequency of Use Throughout Year								
	Using Day of Inter-view	Greater Than Once a Week	Once a Week	2-3 Times a Month	Once a Month	6-11 Times a Year	1-5 Times a Year	Subtotal Using Past Year	Never Use	Total
Main Library	n.a.	25.2%	16.3%	27.0%	15.5%	5.5%	10.5%	100.0%	0.0%	100%
School Library	n.a.	16.8	3.8	3.0	3.7	1.5	6.2	35.0	65.0	100%
Branch Library	n.a.	2.8	5.5	7.5	9.2	4.5	7.0	36.5	63.5	100%
Other Library	n.a.	2.0	2.5	2.7	3.0	1.5	2.8	14.5	85.5	100%
Children's Department	5.5%	1.0	0.7	1.0	2.8	0.8	6.7	13.0	87.0	100%
Art Department	26.2	5.5	5.5	9.2	10.5	6.8	12.0	49.5	50.5	100%
Science Department	34.0	7.5	7.2	10.0	10.8	6.2	14.8	56.5	43.5	100%
Literature Department	45.0	12.0	11.0	16.0	15.8	5.8	10.2	70.8	29.2	100%
History Department	36.0	8.0	7.7	14.8	16.5	7.0	11.5	65.5	34.5	100%
General Reference	13.2	2.0	5.0	5.8	5.5	4.0	10.5	32.8	67.2	100%
Newspapers	9.0	3.5	2.0	2.5	3.5	2.7	9.0	23.2	76.8	100%
General Periodicals	12.8	6.0	4.8	5.5	6.7	4.7	14.5	42.2	57.8	100%
Rare Books	1.8	—	0.2	0.8	0.7	0.8	4.5	7.0	93.0	100%
Card Catalog	49.2	8.5	10.2	18.5	20.2	9.8	19.0	86.2	13.8	100%
Book Checkout	46.0	8.8	13.0	21.5	16.2	7.0	13.3	79.8	20.2	100%
Book Return	33.8	7.8	11.5	21.2	17.8	6.5	12.0	76.8	23.2	100%
Meeting Rooms	—	—	0.5	0.5	0.8	0.2	5.0	7.0	93.0	100%
Exhibit Area	10.8	1.8	1.2	6.0	7.8	4.2	14.0	35.0	65.0	100%

n.a. = Not available.

	Increased Greatly	Increased	Remained the Same	Decreased	Decreased Greatly	Total
Number of Visits	10.5%	29.5%	48.2%	11.0%	0.8%	100%
Number of Books Checked Out	7.2%	22.0%	59.3%	10.7%	0.8%	100%

Compared with those who decreased their use, more respondents indicated that they made more frequent visits, although most respondents indicated a static book checkout and frequency of visit pattern.

Table 27 gives some information on respondents who indicated that their visits and checkouts at the main library declined during the past year.

TABLE 27

REASONS FOR USING THE MAIN LIBRARY LESS DURING THE PAST YEAR

	Percent of Total Sample	Percent of Decreased Users*
Checkout Too Time Consuming	0.2%	1.5%
Different Reading Interests	3.8	22.7
Cannot Find Material	2.5	15.2
Purchase More Books	1.8	10.6
Use Another Library More Often	6.0	36.4
No Particular Reason	3.0	18.2
Other Reasons	5.8%	34.8%

* Decreased users are those who have visited the library less or checked out fewer books over the past year. They constituted 16.5% of the total sample, of which 5% had decreased only in the number of visits, 4.7% had decreased only in books checked out, and 6.8% had decreased in both. Percentages add up to more than 16.5% and 100%, respectively, because of multiple responses.

Only about 17% cited shortcomings in library service as the reason ("checkout too time-consuming"). An additional 36% now use another library more often; 22.7% have different reading interests; 15.2% cannot find material; and 10.6% purchase more of their own books.

D. MANNER OF USE

The library system is used in three basic ways:

1. To obtain (or return) circulating books and materials,
2. For reference and research, i.e., professional reading and study in the building, and
3. For recreation–reading or browsing and passing the time of day.

Table 28 describes this use (the figures exceed 100% because many people come to the library for more than one purpose).

TABLE 28

PATTERNS OF LIBRARY USE OF RESPONDENTS TO SELF-ADMINISTERED QUESTIONNAIRE

	Sampled at Main Library	Sampled at Branches
Take Out Books and Materials and Leave	78.3%	79.7%
Recreational Reading	28.9	30.9
School Homework or Study	26.6	27.9
Professional and Business Reading	27.0	14.0
Attend Meetings, Programs	3.4	3.1
Browse and Pass Time of Day	25.5	22.9
Other	1.6	0.5

The patterns are remarkably similar at the main library and at the branches. Recreational reading, browsing,and passing the time of day are equally important at the main library and branches. This is also true for circulation and use of both libraries for school homework and study. However, professional and business reading is more significant at the main library.

A more detailed investigation of respondents at the main library was possible during the interview-administered questionnaire, as summarized in the table below.

TABLE 29

USE PATTERNS–MAIN LIBRARY

	Checkout Books	Read in Library	Browse Informally	Browse for Specific Subject
Use on Day of Interview	52.5%	42.8%	25.2%	37.5%
Frequency of Use Throughout Year				
Greater Than Once a Week	8.2	17.2	7.5	12.5
Once a Week	15.5	10.8	8.8	11.5
2-3 Times a Month	21.2	11.2	13.2	18.5
Once a Month	19.5	13.3	14.8	16.8
6-11 Times a Year	6.8	9.0	6.5	9.2
1-5 Times a Year	14.0	18.5	11.5	13.0
Subtotal Ever Using	85.2	80.0	62.3	81.5
Never Use	14.8	20.0	37.7	18.5
Total	100.0%	100.0%	100.0%	100.0%

Checking out books–the circulation function–was the largest use on the day of the interview and throughout the year. Reading on the premises and browsing in a specific subject area were favorite activities both on the day of interview and as habits throughout the year. Nonspecific browsing was almost always the least engaged in activity.

Checking out books was most common especially for people who use the library up to three times a month–the basic patronage for the circulation function of the main library. However, more respondents whose frequency of use was greater than once a week or less than once a month read in the library than circulated books. The less frequent but specialized user, and the frequent user, come to the library for reference, research, and study.

E. MATERIALS AND SERVICES USED

The relative use of various classifications of library materials as shown in Table 30 fits the division of functions between the main library and the branches. Popular magazines and circulating books of a recreational nature ("other books") receive more attention at the branches, as do large print books.

TABLE 30

COMPARATIVE USE OF CATEGORIES OF LIBRARY MATERIALS FROM SELF-ADMINISTERED QUESTIONNAIRE

Materials Classification	Percent Using Sampled at Main Library	Sampled at Branches
Popular Magazines	27.8%	30.3%
Occupational Books	33.3	19.2
Other Books	79.2	84.0
Journals and Periodicals	31.9	16.2
Maps, Documents, etc.	14.7	10.1
Rare Books	5.7	3.2
Large Print Books	1.5	2.5
Foreign Language Books	8.5	5.2
Phonograph Records	16.6	9.0
Other	3.1	0.5
None of the Above	1.5	3.9

At the main library, more respondents make use of the larger collections of occupational books, journals, periodicals, maps, documents, foreign books, and phonograph records. In most of these areas the collections at the main library are also vastly superior in coverage and depth. However, popular magazines and circulating books which were most heavily used at the branches were not neglected at the main library.

Table 31, based on an analysis of the interview questionnaire, relates frequency of use to utilization of materials. Circulation and use of the card catalog and reference materials, in that order, were the patterns of most of the respondents. A similar pattern emerged for use throughout the past year and high and medium frequency users. However, the ranking for low frequency users indicated that more respondents used reference material, the card catalog and bibliographic materials, and copy machines. The low frequency user of the main library more than likely is the specialized user.

Table 32 summarizes the use of materials at the main library by subject area. Humanities, including current fiction, is the greatest area of interest, followed by Social Sciences and Science and Technology. However, including fiction as a separate category, the ranking would be Social Sciences, Humanities, Current Fiction, and Science and Technology, as determined by use on the day of the interview. As determined by the respondents' estimates of use during the past year, the ranking would be Social Sciences, Current Fiction, Science and Technology, and Humanities.

TABLE 31

USE OF MATERIALS AT THE MAIN LIBRARY, RELATED TO FREQUENCY OF PATRONS' VISITS

	Using Day of Interview	Frequency of Use Throughout Year			Subtotal Using Past Year	Never Use	Total
		More Than Once a Month	6-11 Times a Year	1-5 Times a Year			
Circulating Books	69.3%	57.3%	22.7%	9.5%	89.5%	10.5%	100%
Reference Material	17.5	19.0	21.7	18.0	58.7	41.3	100%
Card Catalog, Bibliographic Guide	39.8	37.8	28.7	16.0	82.5	17.5	100%
Manuscripts	1.3	1.0	1.5	1.5	4.0	96.0	100%
Business and Financial Publications	5.3	6.0	4.0	2.2	12.2	87.8	100%
Government Documents	3.8	4.0	6.7	8.5	19.2	80.8	100%
Pamphlets, Newspaper Clippings	4.0	3.8	3.9	3.8	11.5	88.5	100%
Maps	1.5	2.2	1.8	4.2	8.2	91.8	100%
Music Scores	1.3	1.2	2.3	4.0	7.5	92.5	100%
Popular Magazines, Newspapers	7.8	17.5	13.3	10.2	41.0	59.0	100%
Professional Journals	8.3	8.8	9.0	7.0	24.8	75.2	100%
Phonograph Records	4.3	5.7	6.3	8.8	20.8	79.2	100%
Microfilm	2.3	1.0	1.8	5.2	8.0	92.0	100%
Posters, Playbills	0.8	0.2	0.5	1.3	2.0	98.0	100%
Patents	0.8	–	0.7	0.8	1.5	98.5	100%
Copy Machines	3.0	4.1	8.9	15.5	28.5	71.5	100%
Children's Books	2.8	2.5	4.3	4.7	11.5	88.5	100%

TABLE 32

PERCENT OF RESPONDENTS TO ADMINISTERED QUESTIONNAIRE USING GENERAL SUBJECT AREAS AT THE MAIN LIBRARY

	Used Day of Interview	Used Past Year
General Works	2.5%	3.2%
Humanities	55.5 (29.7)*	69.5 (31.7)*
Social Sciences	37.5	59.5
Science and Technology	23.3	36.8
Children's Literature	3.0	4.8
Travel and Hobby	7.0	11.8
Current Events	5.0	4.7
No Subject Interest	2.5	1.0

* Percent of Humanities, excluding Current Fiction.

As a form of recreational reading Current Fiction is a major interest of library users interested in all special types of subject matter. Despite its ready commercial availability, it still ranks as an important public library service.

1. Current Fiction

Demographic characteristics of the Current Fiction readers on the day of the interview are given in Table 33. On that day fiction readers constituted 25.8% of total respondents at the main library. They are analyzed by occupation, race, sex, and age. The heading "Percent of Respondents Using Current Fiction" gives the percentage of fiction readers in a particular demographic category. The adjacent column "Percent of Category" is an analysis in the opposite direction, indicating the proportion of that particular demographic group which used Current Fiction on the day of interview.

In terms of occupational classifications, professionals constituted the highest percentage (20%) of fiction readers; but among professionals, the percentage who read fiction was comparatively low (23%). At the other extreme, housewives were most given to reading Current Fiction (50% on the day of interview), but they constituted less than 10% of the fiction readers among the respondents.

By racial classification, 90% of the fiction readers were Caucasian, but only 28% of Caucasians using the library read fiction. By contrast, almost 32% of Negro library patrons were fiction readers, but they constituted less than 7% of the total fiction readership.

TABLE 33

DEMOGRAPHIC CHARACTERISTICS OF RESPONDENTS TO INTERVIEW-ADMINISTERED QUESTIONNAIRE USING CURRENT FICTION ON DAY OF INTERVIEW

	Percent of Total Sample		Percent of Respondents Using Current Fiction		Percent of Demographic Category Sampled Using Current Fiction	
Current Status						
Head of Household	10.5%		40.8%		23.3%	
Professional		5.2		20.3		23.3
Manager-Executive		0.8		3.0		33.3
Clerk		3.0		11.6		40.0
Sales		1.3		4.9		45.5
Service Worker		0.2		1.0		23.1
Housewife	2.5		9.7		50.0	
Student	4.0		15.5		16.8	
Retired	4.5		17.5		48.6	
Unemployed	3.3		12.6		24.5	
Other	1.0		3.9		26.7	
Total	25.8%		100.0%			
Race						
Caucasian	23.3		90.3		28.4	
Oriental	0.5		1.9		6.1	
Negro	1.8		6.8		31.8	
Other	0.2		1.0		5.6	
Total	25.8%		100.0%			
Sex						
Male	13.3		51.5		19.3	
Female	12.5		48.5		39.7	
Total	25.8%		100.0%			
Age						
13-18 Years	0.5		1.9		6.7	
19-25 Years	9.0		35.0		27.1	
26-40 Years	7.5		29.1		22.9	
41-60 Years	5.0		19.4		29.9	
61 Years and Over	3.8		14.6		39.5	
Total	25.8%		100.0%			

A similar contrast is seen between male and female patrons.

By age groups, 19-25-year-olds comprised the largest percentage of fiction readers, but the age group most given to fiction (39%) was 61 and over.

The implications of these figures are important in identifying the role and function of the main library. Current Fiction is read generally by all main library users, including great numbers of professionals and students, but the total percentage drawn to such reading from those classifications is not great. Relative interest in the subject is strongest among housewives, clerks and sales people, and the retired, who indicate a greater likelihood of coming to the library for general recreational functions and reading for pleasure, of which Current Fiction plays a large part.

2. Special Collections

It is evident that the special collections constitute an underutilized resource of the library. The Californiana collection was the only one used by more than 5% of the interview respondents during the year and only 13% said that they had used any of the special collections at any time during the year; however, 46% said that they would have used the special collections had they known about them. It is clear that the public would benefit from greater publicity about these valuable and unusual holdings of the library. Their remote locations at the back of the third floor, while conducive to quiet, may also restrict their inspection by less experienced library users.

3. Library Services Used

The self-administered questionnaire asked patrons about their use of a variety of library services during the past year. The results, as given in Table 34, further support the tendencies observed earlier in this chapter—an emphasis on circulation at the branches and reference and research at the main library. Children's programs were more important at the branches. The separate children's questionnaire provided more information on the use of children's programs in the main library.

TABLE 34

PERCENT OF RESPONDENTS TO SELF-ADMINISTERED QUESTIONNAIRE USING VARIOUS SERVICES OF THE LIBRARY

	Sampled at Main Library	Sampled at Branches
Take Out Books	84.4%	90.4%
Research	53.7	37.5
Reference	50.3	37.0
Adult Programs	2.4	1.7
Children's Programs	1.6	6.3
Exhibits	6.0	4.5
Other	2.3	2.6

F. RESPONDENTS' EVALUATION OF THE LIBRARY SYSTEM

The responses to two surveys–the 5800-person systemwide self-administered questionnaire and the 400-person interview-administered questionnaire–constitute the first systematic critique of the library system by its patrons. Detailed tabulations and sample verbatim comments are contained in a supplementary report.* Here we present a summary of comments on materials, operations, staff assistance, hours of operation, facilities, and services of the main and branch libraries as drawn from these surveys. The interviews at the main library provide additional information on materials, facilities, the checkout system, and main librarians' assistance to patrons.

1. General Evaluation

Table 35 summarizes comments about various aspects of the main library and the branches under the headings of quality and quantity. For all locations, the single greatest cause of complaint was the quantitative inadequacy of materials–most of the comments referred to insufficient adult reading matter. Unfavorable comments about the quality of operations at the main library dealt with the checkout system, the catalog system, the lack of directions in the building, and problems of theft and security. Hours of operation elicited unfavorable comments both from the main and branch libraries: many people wished the main library were open on Sundays and that all libraries were open later at night. Miscellaneous favorable comments on all locations tended to be general and unspecific–people simply like the library. Specific favorable comments about service provided by the professional staff were noteworthy for the main library and very impressive for the branches. The unfavorable comments about the staff service at the main library reflected more the conditions under which the staff have to operate rather than any professional shortcomings.

In regard to facilities at the main library, write-in comments by user respondents by a ratio of more than two to one, were unfavorable about the present building and/or indicated that a new structure was needed.

2. Evaluation of Main Library

The interview questionnaire at the main library provides more detailed consumer comments on materials, facilities, and services. Table 36 reveals some interesting strengths and weaknesses.

Circulating books, the basic resource of any modern public library, were commented on by 87% of the persons interviewed, and while about 76% of the responses found them more or less adequate, a 23.6% negative view is not to be taken lightly when it refers to something so

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* *Supplementary Report to San Francisco Library Study*, by Arthur D. Little, Inc., 1970.

TABLE 35

COMMENTS ABOUT THE LIBRARY FROM RESPONDENTS TO SELF-ADMINISTERED QUESTIONNAIRE

	Concerning Quality				Concerning Quantity				
	Favorable		Unfavorable		Favorable		Unfavorable		
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total	Total Comments
About Main Library									
Materials	41	1.9%	60	2.8%	36	1.7%	388	18.1%	525
Operations	3	0.1	294	13.7	4	0.2	32	1.5	333
Staff Service	124	5.8	76	3.5	6	0.3	10	0.5	216
Hours	2	0.1	234	10.9	–	–	–	–	236
Facilities	62	2.9	162	7.6	–	–	30	1.4	254
Library Services	2	0.1	18	0.8	–	–	18	0.8	38
Miscellaneous	342	16.0	193	9.0	–	–	6	0.3	541
Total	576	26.9%	1,037	48.3%	46	2.2%	484	22.6%	2,143
About Branch Library									
Materials	53	2.3%	56	2.5%	62	2.7%	476	21.1%	647
Operations	4	0.2	154	6.8	1	0.01	34	1.5	193
Staff Service	319	14.1	52	2.3	16	0.8	15	0.7	402
Hours	5	0.2	356	15.8	–	–	–	–	361
Facilities	31	1.4	69	3.1	–	–	59	2.6	159
Library Services	13	0.5	9	0.4	1	0.01	22	1.0	44
Miscellaneous	372	16.5	53	2.3	4	0.2	22	1.0	451
Total	797	35.2%	749	33.2%	84	3.7%	628	27.8%	2,257

TABLE 36

EVALUATION OF THE MATERIALS IN THE MAIN LIBRARY FROM INTERVIEW-ADMINISTERED QUESTIONNAIRE

	Percent of Sample Having Opinion	Percent of Those Having Opinion Considering Materials				Total
		Always Adequate	Usually Adequate	Usually Inadequate	Always Inadequate	
Circulating Books	87.0%	24.1%	52.3%	22.1%	1.5%	100%
Reference Material	58.8	29.8	62.1	8.1	–	100%
Card Catalog, Bibliographic Cards	81.5	34.0	57.4	7.7	0.9	100%
Manuscripts	4.8	26.3	73.7	–	–	100%
Business & Financial Publications	12.5	30.0	60.0	6.0	4.0	100%
Government Documents	18.5	16.2	63.5	18.9	1.4	100%
Pamphlets & Newspapers	11.0	22.7	59.1	15.9	2.3	100%
Maps	9.0	30.6	50.0	16.7	2.7	100%
Music Scores	7.3	24.1	48.3	20.7	6.9	100%
Popular Magazines	43.5	30.5	56.3	12.1	1.1	100%
Professional Journals	25.8	23.3	56.3	18.5	1.9	100%
Phonograph Records	20.5	9.8	39.0	39.0	12.2	100%
Microfilms	7.8	19.4	64.5	12.9	3.2	100%
Posters, Playbills	2.3	–	66.7	22.2	11.1	100%
Patents	2.0	37.5	62.5	–	–	100%
Copy Machines	34.0	29.4	49.3	17.6	3.7	100%
Children's Books	11.3	20.0	62.2	17.8	–	100%

essential. The only materials considered inadequate by higher percentages of persons having opinions about them were phonograph records, posters and playbills, and music scores. Given the fine collection of music scores, this would indicate a fastidious clientele. None of these categories is comparable in importance to circulating books and only phonograph records drew negative comments from any substantial number of respondents (41.2%). It is evident that there are serious inadequacies here, in what could be developed as a substantial library resource.

Consumers' views of the strengths of the main library are interesting. Eighty-one percent commented on the card catalog and bibliographic service and almost all of them found it adequate. Reference material, though the subject of remarks by less than 60% of respondents, received an overwhelming endorsement from them. Also there were relatively few critical comments about business and financial publications, but more respondents were critical of government documents. Popular magazines were well received by the 43% who mentioned them. The 34% who spoke of the copying machines were critical of their adequacy (21.3%).

With the exception of popular magazines, the profile of positive comments about main library materials centers strongly on research, and indicates satisfaction by persons using the library for serious and purposeful work. It would appear that the library is already achieving success and acceptance for its reference functions.

3. Main Library Facilities

When it comes to the convenience of facilities at the main library almost everybody has an opinion, and most of the opinion is moderately favorable.

TABLE 37

EVALUATION OF THE FACILITIES OF THE MAIN LIBRARY FROM INTERVIEW-ADMINISTERED QUESTIONNAIRE

	Percent of Sample Having Opinion	Percent of Those Having Opinion Considering Facilities				
		Always Adequate	Usually Adequate	Usually Inadequate	Always Inadequate	Total
Lighting in Departments	98.8%	8.1%	73.4%	17.7%	0.8%	100%
Lighting on Stairs	97.3	6.2	71.9	21.1	0.8	100%
Quiet in Departments	98.0	9.9	73.5	15.1	1.5	100%
Quiet on Stairs	97.3	6.7	79.9	11.3	2.1	100%
Temperature	97.8	6.6	6[illegible]	24.3	3.1	100%
Furnishings	97.8	5.4	[illegible]	25.8	1.5	100%
Access to Departments	98.3	4.8	73.3	19.6	2.3	100%
Restrooms	76.0	2.3	49.0	28.0	20.7	100%

The most heavily criticized facilities were the restrooms, with some 49% finding them inadequate. However, some 20% fewer people had opinions on this subject than on any other.

Temperature and furnishings–important comfort features–were thought to be more or less inadequate by about one out of four people. While not heavily negative, this is a significant proportion when it refers to something so fundamental, in a way comparable to the 24% who felt critical of the circulating book collection.

4. The Checkout System at the Main Library

Our study of the library has revealed a significant degree of unhappiness with the present complicated system of checking out books. This critical feeling is partly revealed by Table 38 which shows that less than half (47.8%) of the patrons interviewed at the main library felt there was no need for improvement.

TABLE 38

EVALUATION OF PRESENT SYSTEM OF CHECKING OUT BOOKS AT THE MAIN LIBRARY

	Yes	No	No Library Card	Total
Present System Should Be Improved	36.2%	47.8%	16.0%	100%
Would Use Telephone or Mail Request Service for Checking Out Books if Available	46.0%	54.0%		100%

About 36% felt there was such a need while the 16% not having library cards should be considered neutral. In actual fact, however, 20% of the main library users never check out books. Some may simply have no occasion to use the checkout system, while others (and this would surely include the 4% who have a library card but never use it) may be discouraged by what they consider the difficulty of the procedure.

It is also important to note that all the data in Table 38 comes from an *adult* questionnaire. The problems for children checking out books are more severe. Children can obtain a library card as soon as they can sign their own names but many, at that stage, are unable to distinguish between the various kinds of book checkout forms, much less utilize them, and must be assisted by adults.

5. Assistance by Librarians

The respondents were generally pleased with the librarians. At the main library almost 30% of those interviewed had sought librarian assistance and more than nine out of ten were courteously treated; less than one in a hundred complained of rudeness. Of the 70% who did not seek librarian help, none was hesitant to ask, and less than one in two hundred did not know that help was available. About 1% had had bad experiences in the past, 97% did not need assistance.

TABLE 39

LIBRARIAN'S ASSISTANCE

	Percent of Sample	Percent of Those Not Consulting
Individuals Consulting Librarian	29.2%	
Individuals Not Consulting	70.8	
Total	100.0%	
Reason for Not Consulting		
Did Not Need Help	68.8%	97.2%
Did Not Know Help Was Available	0.2	0.4
Hesitant to Ask for Help	–	–
Bad Experiences in Past	0.8	1.1
Other Reason	1.0	1.3

TABLE 40

ATTITUDE OF LIBRARIANS CONSULTED

		Percent of Those Consulting
Consulted Librarian	29.2%	
Librarian's Attitude Was		
Courteous	27.2%	93.2%
Indifferent	1.8	6.0
Discourteous	0.2	0.8
Total	29.2%	100.0%

It is encouraging to note this favorable picture of professional service at the main library as well as at the branches (Table 35).

G. PRIORITIES FOR CHANGE

Respondents were asked to rank their priorities for the use of additional money. The choices they were asked to rank included:

- The addition of new materials,
- Upgrading internal operations,
- Providing additional personnel, and
- The construction of a new building.

It is evident that the priorities are interrelated: A predominant desire for additional books and other materials will create a need for new facilities to house them and for personnel and facilities to make them available to the public.

Clearly, the respondent main library user was most concerned about adding new materials to the collection, 79% giving this use of funds as a first and second priority, followed by improving internal operations, constructing a new building, and adding more personnel. More of the respondents considered a new main library building to be unimportant or gave this use of funds a fourth priority. It must be pointed out that the library user is predominantly oriented to materials; and to the people who use the library primarily for circulating purposes, making relatively short visits, the need for facilities is not readily apparent. Given that the existing main library building has reached its capacity for housing materials and expanding services, the high demand for new materials inevitably implies the need to solve the problems posed by the existing facilities. It is essential that the library patrons become better informed about the difficulties of housing additional materials and working in the existing building.

A more detailed view of the public desire for additional library materials is offered in Table 42 in which five levels of priority are given to four categories of materials. Expansion of the book collection is clearly and not surprisingly the top priority. Audio-visual equipment and special collections are second candidates for development. At the time of the survey the library lacked adequate audio-visual materials. Audio-visual equipment and materials are inadequate and scattered through various departments and many librarians feel frustrated at the inadequacy of the equipment, the difficulty of keeping it in repair, and the problems of making materials available to the public.

TABLE 41

EVALUATION OF PRIORITIES FOR EXPENDITURE OF ADDITIONAL MONEY BY THE LIBRARY BY RESPONDENTS TO THE INTERVIEW-ADMINISTERED QUESTIONNAIRE

	New Main Building	Additional New Materials	Additional Personnel	Improve Internal Operations
First Priority*	18.0%	62.2%	11.5%	19.0%
Second Priority	10.5	16.8	18.5	26.0
Third Priority	10.0	9.0	22.0	19.0
Fourth Priority	21.0	3.0	12.0	8.5
No Opinion	2.0	1.2	1.5	2.2
Unimportant	38.5	7.8	34.5	25.3
Total	100.0%	100.0%	100.0%	100.0%

* Since the same priority could be given to multiple categories, the sum of any individual priority for all categories does not necessarily add to 100%.

TABLE 42

IMPORTANCE OF EXPANSION OF COLLECTIONS FOR RESPONDENTS TO INTERVIEW-ADMINISTERED QUESTIONNAIRE

	Expand Collection of Books	Expand Magazines	Expand Rare and Special Collections	Expand Audio-Visual
First Priority*	72.2%	13.2%	19.5%	19.5%
Second Priority	13.2	29.8	26.0	26.0
Third Priority	3.8	21.2	18.8	18.8
Fourth Priority	1.8	8.8	11.5	11.5
Unimportant	7.5	25.0	22.2	22.2
No Opinion	1.5	2.0	2.0	2.0
Total	100.0%	100.0%	100.0%	100.0%

* See Note, Table 41.

1. Additional Facilities

In considering new physical facilities, a sizable list of alternatives was offered for the consideration of main library respondents in the interview questionnaire, as shown below.

TABLE 43

EVALUATION OF THE IMPORTANCE OF ADDITIONAL FACILITIES AT MAIN LIBRARY

Physical Facility	Percent of Sample Having Opinion	Percent of Those Having Opinion Considering Addition of Physical Facility			Total
		Very Important	Important	Unimportant	
All Services on Main Floor	45.0%	9.5%	18.3%	72.2%	100%
Auditorium	87.2	20.3	46.1	33.6	100%
Reading Rooms	96.5	35.5	35.5	29.0	100%
Conference Rooms	83.0	11.4	43.4	45.2	100%
Small Desks	93.2	17.4	35.7	46.9	100%
Desks in Stacks	93.0	18.5	41.2	40.3	100%
Study Room 18-24 Hours/Day	93.8	32.8	36.0	31.2	100%
Audio-Visual Room	91.0	28.8	44.8	26.4	100%
Soundproof Booths	90.2	29.9	43.5	26.6	100%
Reproducing Area (copying)	92.0	19.8	50.3	29.9	100%
Cafeteria	93.0	14.0	30.6	55.4	100%
Checking Area	92.0	10.1	30.7	59.2	100%
Room for Children	86.0	32.6	47.1	20.3	100%

Again the importance of an audio-visual room is clear. Ninety-one percent commented on it, and three out of four thought it was important. The same general desire was seen for soundproof booths and a copying area, as well as a room for children.

Many people also spoke in favor of reading rooms and 18-24-hour study rooms, both of which were considered important by about 70% of those who mentioned them.

Very few people seemed to care whether all the services were on the main floor or whether the library had a cafeteria or special checking area.

In summary, the users of the library are practical and serious in their hopes for improvement. They want to be able to do specific types of study and research in an atmosphere that facilitates study. They want the library to be open longer; they want its resources, especially nonbook materials, to be more readily available; and they are less concerned about such conveniences as food service and the elimination of stair climbing and elevator use.

2. Paying for Improvements

Table 44 shows how willing the respondents were to pay additional taxes for improved library service.

TABLE 44

WILLINGNESS TO PAY TAXES TO IMPROVE LIBRARY

	Age of Respondents						
	12 and Under	13-18	19-25	26-40	41-60	61+	Percent of Total Sample
Strong		6.7%	30.1%	39.7%	29.9%	18.4%	30.2%
Positive		43.3	38.3	34.4	49.3	26.3	38.0
Indifferent		26.7	20.3	9.2	11.9	28.9	16.5
Negative		16.7	6.8	9.9	3.0	18.4	9.0
Highly Negative	100.0%	6.7	4.5	6.9	6.0	7.9	6.2
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

The greatest reluctance is seen on the part of persons over 61 and under 18. The reluctance of retired people on a fixed income to assume additional tax burdens is understandable, but the negative attitude of the younger group may reflect an indifference to new facilities rather than a concern about their cost. The striking positive fact is that the majority of the respondents in the heavy taxpaying years of middle life were willing to provide financial backing for their choice of library improvements.

When willingness to pay additional taxes is related to that segment of people interviewed who were registered San Francisco voters, we find that 70% of the registered voter respondents were willing to pay the tax costs of improved library service while only 17% were negative and 12% were indifferent. It is evident that voters who were respondents are not a majority of voters in the city. People who use the main library and want it improved can be expected to be prepared to pay additional taxes; but it does not follow that San Francisco voters as a whole will be unwilling to lend their financial support to maintaining the excellence of this prominent and essential public service in the years and decades ahead.

H. PEOPLE WHO DO NOT USE THE LIBRARY

1. Identifying the Nonuser

The various questionnaires and interviews discussed in the preceding sections gave us a clear picture of the user respondent, his habits of use, and his expectations of the library. The cooperation of the library patrons made possible an analysis that was both extensive and intensive, revealing attitudinal as well as factual information.

There are about 704,000 people in San Francisco. Of these, 184,000 use the system annually; 520,000, about 74%, do not. Using assumptions from the questionnaire survey and data from the 1960 census, population projections, and other sources, we have made estimates of the nonusers of library service for various age groups, occupational and status categories, and San Francisco neighborhoods.

As a percentage of their own groups, major nonusers of the library system are blue collar workers, the elderly, 41-60-year-old persons,and sales-clerical workers. They are also, generally, the largest groups in the total population of nonusers. Six of the 23 neighborhood areas have less than 20% of their 1960 populations using the library system, according to our estimates.

2. The Elderly

From Table 45, which shows our estimate of each age group not using the library, the most startling figure is the 91% of persons over age 60 who do not avail themselves of this free public service, especially at a time of life when they might be expected to make creative use of its resources for the enjoyment of increased leisure time. Table 43 confirms this observation: 85% of retired persons do not use the library system. These facts are the more perplexing because it has been found that of all age groups, people over 60 are most likely to find what they are looking for when they go to the library: the collections are more nearly adequate to many of their needs and interests than is true for most groups.

The problem was further explored by meeting with a small group of the elderly and library staff who worked with them. It emerged from these discussions that the problem is one of service and "library outreach" rather than facilities or resources. The elderly need positive encouragement and practical assistance. The library must come to them; they frequently cannot go to it because of physical disability or because of attitudes and habits of a lifetime. Some are afraid of fines or reprimands for returning books late or misplacing them.

Special programs and specially trained personnel are needed to overcome these fears. An excellent beginning has been made in the San Francisco Public Library's deposit collections service to the aged in cooperation with the Council of Churches, Senior Citizen centers, and Bookmobile services to central city residential hotels.

TABLE 45

ESTIMATES OF NONUSERS OF SYSTEM BY AGE

	Estimated San Francisco Population	Not Using System Number of People	Percent of Population	Percent Who Are Nonusers
Under 5 Years	55,445	55,445	100.0%	10.6%
5-12 Years	91,630	78,371	85.5	14.9
13-18 Years	69,624	28,927	41.5	5.5
19-25 Years	88,962	45,319	50.9	8.6
26-40 Years	105,978	61,414	57.9	11.7
41-60 Years	162,080	132,248	81.6	25.2
61 and Over	135,142	122,988	91.0	23.5
Total	708,861*	524,712	74.0%	100.0%

* Population projection of City Planning Department.

There are 35 books in each of these collections, mostly surplus or older fiction titles from branch libraries, and the deposit in each of 15 locations is changed monthly by the Bookmobile. Patrons of the system are encouraged to return books for use by others, but the age, nature, and condition of the books make it unnecessary to keep any close watch on circulation. Individual books are also brought to bedridden persons by volunteers.

The deposit collection service is a fine example of library outreach to an important clientele–the elderly retired person of low income in the center city. However, these programs need to be expanded, especially to Laguna Honda home, rehabilitation homes, and additional Senior Citizen centers.

Another approach to increasing readership among the elderly involves the use of films and other audio-visual materials, followed by books on related subject matter to arouse interest. In this instance, as in others, the library as a recreational, educational, and information service is performing an important social service to this age group. It must expect first to use less demanding forms of material, by pictures and sound, to supplement the reading habits of those who find it increasingly difficult to read and many of whom have had modest educational achievement.

These programs will become increasingly important in the urban center city as the elderly population increases. The deposit collection is also a fine example of a significant program operated with practically no budget. With an adequate budget it could be one of the significant library services.

3. Blue Collar, Service, and Sales-Clerical Workers

Table 46 reveals that the only occupational categories using the library less than the retired are blue collar, service, and sales-clerical workers, an estimated 92% of whom never use any part of the Public Library System.

The nature of nonuse by the blue collar work force and the probable reasons for it can be deduced from an analysis of the use patterns by occupational status and educational achievement level. The heaviest library users are professional men and college students at the main library, and housewives and younger students, particularly female, at the branches.

Many of the San Francisco blue collar workers are skilled, with a high school or technical education and with family income sometimes ranging up to $20,000 per year. This segment of the labor force can afford other forms of entertainment. Television is a prime demander of their attention.

It seems clear that the library has more to offer the less skilled persons in these occupational categories, especially the poor and minority groups, where the library has traditionally been most successful–reading for self-education and career advancement.

Apart from blue collar workers and the retired, the only other occupation group of which less than one-quarter ever uses any part of the Public Library System is the sales-clerical group.

It is noteworthy that those sales-clerical people who use the library are among the heavier readers of current fiction. Of the sales-clerical labor force in San Francisco 53.8% is female. Job opportunities in these areas are increasing for those with typing skills, computer training, etc., and decreasing for the more unskilled, because so many repetitive tasks are being automated.

While it is unlikely that high readership can be attained in a short time for so large a group, two approaches are suggested:

- Some of the most popular books in the Science and Technology department are practical "Do It Yourself" handbooks for home repair and other crafts, particularly automobile maintenance. Adding programmed learning materials and further expanding these collections through an outreach program for less skilled segments of these occupations will be important. This will be especially true for those with limited education and language skills from ethnic minorities or foreign language groups who wish to acquire additional skills and improve their job prospects. Supplemental technical materials will be important to those faced with the need for retraining because of technological advances. The acquisition of basic skills and upward job mobility will be increasingly important given continuing trends in the U.S. economy. Service industries, all of which require new levels of practical skill,

TABLE 46

SAN FRANCISCO PUBLIC LIBRARY NONUSERS BY OCCUPATIONAL STATUS

	Estimated Population in San Francisco	People Not Using System			People Not Using Main		
		Number of People	Percent of Population	Percent of Nonusers[4]	Number of People	Percent of Population	Percent of Nonusers[4]
Blue Collar[1]	142,700	130,870	92.0%	26.4%	134,961	94.6%	24.0%
Sales-Clerical[1]	113,300	92,401	81.6	18.6	99,230	87.6	17.7
Professional-Managerial[1]	75,200	44,315	58.9	8.9	54,320	72.3	9.7
Housewife[2]	87,600	65,245	74.5	13.2	74,514	85.1	13.3
Students							
Primary and Secondary[3]	109,504	55,590	50.8	11.2	77,595	70.9	13.8
College[3]	59,987	33,574	56.0	6.8	41,071	68.5	7.3
Total (Including Adult Education)[3]	189,491	109,164	57.6	–	138,666	73.2	–
Retired[1]	69,000	58,791	85.2	11.9	62,617	90.8	11.2
Unemployed[1]	21,700	15,176	69.9	3.0	16,870	77.7	3.0

1. 1960 Census.
2. The estimate is for housewives not in the labor force.
3. Enrollments in educational institutions in San Francisco, 1969-70. Adult education in the Public School System only was included in the total figures. It is possible that many of these students would also be counted in other categories.
4. Excluding adult education.

will provide a greater proportion of total jobs in the decades ahead. The increasing economic specialization of center cities in urban areas will require new and increasingly complex skills for both blue collar and sales-clerical workers.

- Members of the more successful craft unions, earning adequate pay, have comparatively large amounts of leisure time (in some cases the work week is 35 hours). As a class their life-style may be 10 or 20 years ahead of the rest of the economy and they are being faced earlier with the problem of constructive use of leisure time—a problem that will be widespread in society before the year 2000. They will be increasingly influential politically and must become well informed to make sound judgments about the major issues of the day. The library's role in making this material available will be critical.

4. Six Geographic Areas of Lowest Library Use

The systemwide questionnaire data provided a basis for estimating the number of library users in the city.

In six of the 23 San Francisco neighborhoods, less than 20% of the population used any part of the library system at any time. These six neighborhoods are contiguous along the eastern side of the city from about the main library south to the San Mateo County line.

Neighborhood	Percentage of Population* Never Using Library
South of Market	90.3%
Hunters Point	83.5
Haight–Fillmore	82.9
Civic Center–Downtown	82.3
Potrero Hill–Central Basin	81.5
Inner Mission–South Van Ness	80.8

* 1960 Census data.

Certain facts about these neighborhoods give further emphasis to some of the trends noted above. South of Market, for instance, has 21.8% of its population over age 61 (82% male) but they form only 2.9% of the area's library patrons. By contrast, in the Lake Merced area, the neighborhood having the highest percentage of its population using the library system, 24.9% of only 21.6% of the neighborhood population is of this age. Also at Lake Merced students are about the same percentage (22%) of the population as the user respondents, but at Hunters Point where they are 40% of the population, they represent 66% of the respondents and no other status group provides as much as 9%. This contrast is also underscored by age comparisons–at Hunters Point more than 75% of all library respondents are under 25; at Lake Merced 75% are over 25.

Another problem illustrated by these patterns of nonuse is the failure of the main library to serve effectively as a branch for its own neighborhood: three of the four areas whose residents make least use of the library system are within walking distance of the main–South of Market, Haight–Fillmore, and Civic Center.

The real problems in these neighborhoods, however, have to do with race, language, and income: these are the homes of San Francisco's black, Latin American, and American Indian populations. No matter how close the main library building, the cultural distance is great.

Much of San Francisco's black population and Latin American population and virtually all of its Indian population live in these six neighborhoods. Certain other predominantly black neighborhoods, such as the Western Addition, do not show up among the lowest in library use, apparently because of greater numbers of students and professionals and relatively heavy library patronage by people between ages 26 and 60 compared, for example, with Hunters Point.

5. Latin American and Spanish Speaking

There is a need throughout the Mission District for entire collections in Spanish with particular reference to the literary and cultural achievements of the various Latin American countries. Many of the people whose English is poor are hesitant not only to attempt to read library books in English, but even to approach a librarian (some of whom are already bilingual in the district) or even to enter the library building. Volunteer neighborhood associations and groups are prepared to serve as outlets for special deposit collections of library books. It was suggested at the meetings referred to above that collections of books representing complete reading courses might be loaned as a block to such neighborhood groups which would promote and manage their circulation.

Other aspects of Latin culture should be built into the library program at the local branch. It was suggested that the works of local ethnic artists be displayed and that readings by poets, whether published or unpublished, should be scheduled in the branch libraries. Certain representatives of these groups emphasized the need for adequate audio-visual materials as an integral part of library service. They asked that facilities be made available for film making and publishing to record the immediately contemporary creative activities and experiences of their groups. These were considered to be important records of local cultural achievement, worthy of becoming an essential part of the library's holdings–rare and special collections of contemporary events.

6. Library Needs of the Black Community

Many of the suggestions mentioned in the foregoing section also were brought forth in our discussions with members of San Francisco's black community.

The need for the library to be energetic in promoting materials which would aid people to improve their prospects of employment were mentioned. To many members of the black community, the dependence of the library on the products of existing publishing houses is unacceptable. It was suggested that the library stock collections of so-called contraband or underground literature (or literature formerly so classified) as reproduced by small local printing or publishing groups. Some of this material might be in mimeographed form, or otherwise duplicated. The same means was suggested for overcoming the shortage of relevant material in Spanish.

There are many older adults who are functionally illiterate, for whom audio-visual materials can assume a proportionately greater importance. Many members of the discussion group expressed a desire that they be used to introduce people gradually to the benefits of books. Library service to the functionally illiterate mother and father, through reader education programs and the use of programmed learning materials and teaching machines, was considered to be fundamental in providing a home learning environment for their children.

It was suggested that a popular library at the main library be developed as an urban ethnic library, serving as a base of operations for special ethnic collections in the branches. It should contain books geared to local minority groups' needs and perspectives.

It was also suggested that the San Francisco Public Library could take a leadership role, in comparison with other library systems throughout the United States, by making available to minority groups the true history of the country. The formal education process is seen as being less responsive to the real educational needs of this community. The public library has the opportunity of filling this gap by providing more relevant and controversial materials and a free environment for their use.

7. The American Indians

Native Americans constitute a very small but special minority in the San Francisco population. One of their representatives agreed with those of the black population in saying that many times library collections were not helpful to their people, but positively offensive in the general view they offered of the history of the United States.

It was suggested that the library should subscribe to the entire University of Oklahoma Press collection of the history of major Indian tribes of the Great Plains; and also that the library make available to branches in Indian neighborhoods advanced forms of craft handbooks for young Indian children who are adept at manual skills. This should be done at an early age as an integral part of learning to read and follow instructions.

8. Summary

The minority and ethnic groups were united in many of their views on how library services should be changed to better serve their needs. They expressed a desire for new forms of materials and service, more relevant materials, more participation in selection of materials, and a greater use of their own people on the library staff, especially at the branches, and as assistants in outreach programs. Also important was the need for study space and neighborhood library services for children who often do not have sufficient facilities at home for this vital determinant of educational achievement. The needs are for:

- Making more audio-visual equipment and materials available throughout the library system.
- The development of more relevant ethnic and bilingual collections, both historical and contemporary.
- Active assistance in recording and publishing the creative activities and contemporary cultural achievements of their people, in all media, as an important documentation of local culture.
- The development of advisory committees from minorities and ethnic groups as an integral part of the book selection process.
- A greater use of minority persons as library staff and as supplementary staff for special programs.
- More effectively filling the gap between independent free use of the library system and the more structured formal education system.
- Providing more adequate study space and facilities for community activities and meetings.

Many of these demands imply a need for more adequate community center facilities throughout the city. Because these facilities are not generally adequate or available, the library, in essence, is being asked to fulfill certain of these needs. Branch libraries could be developed as community centers, or branch libraries could be housed in comprehensive community centers on a shared cost basis. Planning and decisions affecting policies with respect to these problems go far beyond the scope of this study. They must be considered, however, as an integral part of the ongoing planning of the branch library system.

Minority and ethnic groups are now mostly concerned with program, materials, and service. Buildings and facilities are secondary, insofar as they are seen as unnecessary in providing better service. To gain these groups' support for developing much needed new main library facilities will require the library to take the initiative in providing new forms of communication and service in its future planning.

III

CITY TRENDS
AFFECTING
LIBRARY USE

III. CITY TRENDS AFFECTING LIBRARY USE

Economic and population characteristics and trends related to library use provide a basis for planning library services and identifying the users and nonusers of those services.

The City of San Francisco will more than likely have a relatively stable resident population during the next three decades, unless dramatically new trends in high-rise living at reasonable cost are produced and accepted, or, unless there is a significant reversal in migration to the suburbs. The most dramatic increases will be in the daytime population of downtown San Francisco. People living in suburban areas and commuting to work in the city will form an increasingly important clientele for the main library and the business branch. We estimate that nonresident users are more numerous than any single neighborhood population in the city.

As a financial, entertainment, and government center, San Francisco has a large concentration of businessmen, professionals, and sales-clerical and service workers. In terms of absolute numbers the major employed users of the main library and the system are professionals and managers, sales-clerical, and blue collar and service workers, in that order. However, the population in absolute numbers is mostly blue collar and service workers followed by sales-clerical and professional-managerial occupations.

As economic specialization continues, the occupational structure of the city will also continue to become more specialized, influencing the affairs of the city, state, and nation. Specialized reference and library services to this group will be essential. Equally important will be the development of library services responsive to the cultural interests and language capabilities of the city's cosmopolitan racial and ethnic minorities. They have very special needs—and are making very special demands which, if responded to, will have a major positive affect on the kinds of materials and types of collections developed within the Public Library System.

A. POPULATION TRENDS AND RESIDENT, NONRESIDENT LIBRARY USE

The city, the traditional primary service area of the San Francisco Public Library System, is experiencing a population decline. Concurrently, the population in the suburban metropolitan area is growing at a faster rate. San Francisco's population has declined during the last 20 years at an almost constant decennial rate of slightly under 5%. However, the decline is not as large as that occurring in most central cities of large metropolitan areas. Moreover, San Francisco has become an important cultural and specialized employment center for the Bay region. Upon completion of the Bay Area Rapid Transit system, this regional role is expected to become more focused and specialized. "In 1990 San Francisco will continue to have less than 1% of the Bay area's land, 11% of the population, and 23% of the jobs."*

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* "Bay Area Transportation Report," Bay Area Transportation Study Commission.

1. San Francisco Population

San Francisco increased its population steadily from 1900 to 1950; in 1950 the city's population decline began. From 1950 to 1960 it declined by about 35,000 people, or 4.5%. From 1960 to 1970 there has been a slightly greater loss of about 36,000, or 4.9%. The preliminary 1970 Census estimate is 704,209 people.

The declining trends result largely from a migration of population to the suburbs reflecting the desire for home ownership and the increased accessibility of suburban areas to job opportunities in the central city through improved transportation. San Francisco, with almost 16,500 persons per square mile in 1960, is one of the most densely populated central cities in the country and has few large tracts of vacant land available for development. Large amounts of less expensive land are available in the suburbs accessible to improved transportation.

Looking to 1980 and beyond necessarily involves assumptions about likely rates of net migration, fertility, and mortality as they occur in San Francisco relative to suburban areas. A number of alternative projections have been made for San Francisco. The final report of the Northern California Transit Demonstration Project Study (NCTDP) completed in 1967, in commenting on projections for San Francisco, noted that in the three-year period since 1960 "four responsible planning agencies made separate projections of 1975 population for San Francisco ranging from 750,000-906,000, a spread of 21%."[1] Three metropolitan projections show a city population by 1978 of from 780,500-784,300.[2]

After an evaluation of these projections and the relatively modest increase in population between 1960 and 1965, the NCTDP projected the population of San Francisco to 785,000 by 1975. The recent preliminary U.S. Census estimates of the 1970 population show that all four projections overestimate the city and county population.

California Department of Finance projections issued in April 1967 show a decline in San Francisco's population to 735,000 by 1970. However, even though this projection source is more realistic than the others, it still does not reflect the extent of decline that actually occurred according to the preliminary count. The Finance Department projection expects the population of San Francisco to decline further in 1975 and to increase slightly in 1980 and 1985, but it does not expect the city to ever attain its 1960 population. This 1970 projection is still optimistic considering the recent counts.

The City Planning Department made its own comprehensive projections of San Francisco in April 1968. Series IV, which uses the most pessimistic assumptions, is only a few percentage points off the actual count in 1970. Series IV projects a 1970 population of 708,861, compared with the preliminary census figure of 704,209.

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1. Simpson and Curtin, *Coordinated Transit for the San Francisco Bay Area—Now to 1975*, Final Report of Northern California Transit Demonstration Project, October 1967.

2. Army Corps of Engineers, 1959; *Jobs, People and Land,* Bay Area Simulation Study, Center for Real Estate and Urban Economics, University of California, Berkeley, Calif., 1968; and Association of Bay Area Government, *Preliminary Regional Plan*, 1966.

TABLE 47

POPULATION TRENDS FROM PROJECTIONS (ADJUSTED) OF CITY PLANNING DEPARTMENT, 1950-90

Year	Population (in 000s)	San Francisco Percent Change	SMSA[1] (in 000s)	Percent Change
1950	775,357			
1960	740,316	-4.5% (-4.9)[2]	2,783.4	
1965	727,196	-1.8		
1970	708,861 (704,209)[3]	-2.5 (-3.2)[4]	3,072.9[5]	10.4%
1975	699,573	-1.4	3,465.6	12.7
1980	707,319	1.1	3,780.9	9.1
1985	732,504	3.5		
1990	772,358	5.4		

Percent difference in 1970 projections and actual: 0.5%

1. Standard Metropolitan Statistical Area; includes six counties.
2. 1960-1970, preliminary count.
3. Preliminary census count.
4. 1965-1970, preliminary count.
5. 1969.

Sources: *Population Projections for San Francisco, 1960-90*, San Francisco Department of City Planning, April 1968, Table A-4, Series IV, and *U.S. Census of the Population:* 1960 Final Report PC(1)-6B General Population Characteristics California, Table 13.

It is probable that the Series IV projection most closely approximates what will actually happen in San Francisco. According to this projection we can expect a further decline in population to 699,573 in 1975, a slight rise in 1980 to 707,319, a further rise in 1985 to 732,504, and still a greater rise in 1990 to 772,358. This projection assumes a net migration constant at the 1950-1960 level, a fertility rate which will reach the lowest point in 50 years, and a mortality rate which is constant at the 1960 level.

2. Bay Area Population – Past and Future

Although the six-county San Francisco Bay region's rate of population growth has been lower than that of the state and nation, the region is one of the fastest growing of the large metropolitan areas in the nation. California's rate of growth is more than twice that of the nation and one of the highest among states. Thus, the state provides a high standard in comparison with trends of other areas. The greatest growth is occurring in the East Bay. Alameda County's population already exceeds 1 million; however, rates of growth are highest in Marin and San Mateo counties.

Since 1900 the Standard Metropolitan Statistical Area (SMSA) population has been increasing steadily. In 1960 the estimated population of the metropolitan area was 2,648,762. A regional projection showing an even larger population of 3,072,900 for the nine-county area has been made. In 1900 San Francisco's residential population was almost two-thirds that of its metropolitan area; in 1960 the percentage was only 27.9. It is obvious that the city's importance as a residential center has declined.

Despite its decline as a residential center in its metropolitan setting, San Francisco will continue to be an important employment center and therefore must consider the needs of commuters as well as city residents in planning library services. This metropolitan area's population will, according to State Department of Finance projections, increase to approximately 4.4 million by 1985.

3. San Francisco and Metropolitan Area Library Users

The San Francisco Public Library System serves individuals, government, and business with telephone reference service; other library systems through the Bay Area Reference Center; 21,145 nonresidents from the Bay area; and especially at the main library, a significant proportion of San Francisco residents. We estimate that 26% of the city's population uses the library system and that 17%, or 65% of the systemwide users, use the main library with varying degrees of frequency:

	Estimated No. Using Library System		Estimated No. Using Main Library	
	Number	Percent	Number	Percent
San Francisco Residents	184,149	89.7%	119,222	87.3%
Nonresidents	21,145	10.3	17,342	12.7
Total	205,294	100.0%	136,564	100.0%

The nonresident individual users comprise an estimated 10.3% of the systemwide and 12.7% of the main library use, generating 7.8% of the total systemwide trips and 13% of the main library trips.*

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* For this report, a trip is defined as a visit to a library, while a user is an individual who uses the library. Since individuals visit the library with varying frequency, user categories do not necessarily account for a corresponding proportion of the trips to the library since they represent the individuals who use the library.

Most of these users come from the Peninsula and the East Bay. However, East Bay and Marin County residents are the heavier users of the main library (see Table 48). The lower proportion of users of the main library from the Peninsula, and their significantly higher use of the branch system, reflects the use of branch libraries in southern San Francisco by the residents of Daly City.

TABLE 48

DISTRIBUTION OF NONRESIDENT USER RESPONDENTS

	Sampled at Main Library	Sampled at Branches	Combined Weighted Sample
East Bay	34.2%	28.6%	30.3%
Marin County	30.4	21.4	27.3
Peninsula	24.0	42.9	30.3
Elsewhere	11.4	7.1	12.1
Total	100.0%	100.0%	100.0%

B. THE ECONOMY, THE OCCUPATIONAL STRUCTURE, AND LIBRARY USE

Nationwide studies, such as that made recently by the Committee for Economic Development,* have confirmed that the older and established central cities are becoming and will continue to become more economically specialized. Structural changes are occurring which will continue to result in absolute declines in many kinds of employment, but will be offset by substantial increases in communication-sensitive activities, such as finance, insurance, real estate, services, and government. This specialization is occurring more rapidly in the older cities than in the younger and smaller central cities, where there is rapid growth in all sectors.

There are indications that San Francisco is typical of this pattern of specialization. However, as opposed to a number of central cities throughout the United States where overall employment is declining, San Francisco is maintaining a fairly vigorous growth in important library-using sectors of the economy.

In terms of the percent distribution of employment among economic sectors, there have been significant increases in the proportion represented by finance, insurance and real estate, services, and government. Finance has grown from 10% of total employment in 1958 to 11.6% in 1966 and is currently about 12.5%. In the same period, services have grown from 19.3% to 22.4% and there is every indication that this trend is continuing. Government employment has increased from 15.3% of total employment in San Francisco to 17.1% in 1966.

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* *Economic Future of City and Suburb,* David L. Birch, Committee for Economic Development, Supplementary Paper No. 30, 1970.

TABLE 49

CHANGES IN DISTRIBUTION OF EMPLOYMENT AMONG ECONOMIC SECTORS, 1958-66

	1958		1966		Growth Rate 1958-1966	
	San Francisco	**SMSA****	**San Francisco**	**SMSA**	**San Francisco**	**SMSA**
Agriculture and Mining	0.1%	1.4%	0.1%	0.9%	−40.0%	−18.9%
Industry*	41.7	43.1	36.3	38.1	− 5.9	+ 8.0
Retail Trade	13.4	15.0	12.5	14.9	+ 0.3	+21.6
Finance, Insurance, and Real Estate	10.0	6.6	11.6	7.0	+24.8	+29.6
Services	19.3	17.8	22.4	20.0	+25.2	+37.4
Government	15.3	15.8	17.1	18.7	+21.0	+44.2
Other	0.1	0.1	0.4	0.3	+20.0	+16.2
Total Employment	100.0%	100.0%	100.0%	100.0%		

* Contract construction, manufacturing, transportation, communications, and wholesale trade.

** San Francisco, Alameda, Contra Costa, Marin, and San Mateo counties.

Another indicator of the specialization we have cited is the proportion of total employment represented by San Francisco in the nine-county Bay area, which is about 29%. On the other hand, for finance, services, and government, San Francisco has approximately 50% of its total employment in the finance, services, and government sectors.

The rate of employment growth in the San Francisco metropolitan area is lower than that of the state, but slightly higher than that of the nation. According to projections, the greatest growth will occur in Alameda, Contra Costa, Marin, and San Mateo counties. However, the forecast for San Francisco is an estimated increase of 177,000 during the period 1975-90. Thus San Francisco will continue as an employment center for many people living in the suburbs. Continued city growth and employment are predicated on improved access to the outlying metropolitan labor markets. Such access will be provided by BART and an improved freeway system.

While it is difficult to make comparisons between the San Francisco experience and the summaries of results for metropolitan areas throughout the United States, it seems that San Francisco is becoming more specialized than typical central cities in the sectors mentioned above. San Francisco's occupational distribution in 1960 showed the city to be distinctly a professional-managerial and white collar city, with a significant proportion of service workers. Compared with Chicago, Boston, Philadelphia, and St. Louis, it had the highest proportion of professional-managerial and white collar workers.

TABLE 50

COMPARISON OF OCCUPATIONAL STATUS OF RESIDENTS OF SELECTED CITIES

	San Francisco		Chicago	Boston	Philadelphia	St. Louis
	Work Force	Residents				
Professionals and Managers	21.9%	20.9%	16.7%	17.0%	15.4%	10.5%
Sales and Clerical	33.0	31.6	19.4	26.8	25.3	28.2
Craftsmen and Laborers	22.4	25.7	45.8	33.5	39.4	34.6
Other Services	14.6	14.1	7.5	13.3	13.1	16.0
Other	8.1	7.7	10.6	9.4	6.8	10.7
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: 1960 Census.

1. Daytime Population in San Francisco

Library services in a major metropolitan center city must respond to the needs of the daytime work force as well as those of the resident population. In many cities the daytime and the resident work forces are the same. However, San Francisco is a vital center of much of the economic activity of a nine-county area.

Urbanization in this nine-county Bay area has been rapid and widespread. Although jobs and residences are widely dispersed throughout its 7000 square miles, the San Francisco–Oakland complex remains one of the larger concentrated urban cores in the United States.

Resident population growth in the city is expected to be stable. However, the daytime population, unlike that of many core cities, has been increasing dramatically over the years. Employment in the service occupations, government, and finance accounts for most of the increase, as indicated above. Manufacturing, on the other hand, has decreased. The main generators of demand for specialized library services are in the categories of employment that have been expanding.

San Francisco has about 500,000 jobs available, in contrast to its resident population of only 704,000. Thus there is a large inflow of employees from the surrounding counties, primarily Alameda, Contra Costa, Marin, and San Mateo. Of the 500,000 employees, between 375,000 and 400,000 are employed in the transportation, communications, trade, finance, insurance and real estate, services, and government sectors of the economy. As estimated in the 1965 Bay Area Transportation Study, there was a difference of 143,000 between total employment and the resident labor force of San Francisco–an inflow of 143,000 people to the city every work day. That study estimated that by 1990, there will be a net importation of 320,000 workers each day. Currently the net daily importation is probably between 160,000 and 175,000.

2. Use of the Library System by Various Occupations

Of the resident working population, the predominant users of the San Francisco library system are the professional-managerial occupations, followed by sales-clerical people, and blue collar and service workers. This is true for both the estimated number of users and estimated trips generated. It is even more dramatically true for the nonresident population, with 43% of the nonresident professional and manager users generating 52% of the nonresident trips. If the daytime population doubles over the next two decades as projected, we estimate that with improved collections and service, the nonresident use of the main library could easily double. This would result in the main library serving between 17,000 and 25,000 nonresident professional and managerial users generating between 157,000 and 236,000 trips. Representing approximately one-half of the present resident student use and three-quarters of the resident student trips to the main library, this would be a significant increase in demand for high-level reference and related uses by the daytime population.

Estimates of main library use by categories of current status show that of San Francisco residents the largest number of users are students, followed by professional-managerial persons, housewives, people in other occupations, the retired, and the unemployed. The smallest groups of users are the retired and unemployed, sales-clerical and blue collar-service occupations. However, a significant number of users in the last two groups use the main library–70% of sales-clerical and 68.2% of blue collar and service. Table 51 illustrates similarities of use of the main library by college students and the unemployed.

Tables 52 and 53 provide further details on main library and system use according to occupational status.

C. AGE DISTRIBUTION OF THE POPULATION AND LIBRARY USE

The public library serves almost all age groups. Its services involve a variety of emphases in both program and materials, as well as patterns of use throughout the day. Our survey of library use patterns identified important relationships between use periods and age characteristics. At the main library, there was a high correlation between retired persons coming from home and library use before noon; use by persons coming from work between noon and 3 p.m.; use by junior and senior high school students between 3 p.m. and 6 p.m.; and use by professional persons, college students and those in the age group 26-40 after 6 p.m. At the branches there was a high correlation between retired persons using the library from noon until 3 p.m.; use by housewives from 9 a.m.-3 p.m.; use by elementary and secondary school children from 3-6 p.m.; and use by those aged 26-40 after 6 p.m.

TABLE 51

PERCENT OF CURRENT STATUS CATEGORY LIVING IN SAN FRANCISCO WHO USE THE SAN FRANCISCO LIBRARY SYSTEM

Current Status	Estimated Population of Status Category—S.F.	Using Library System		% of System Users Using Main—by Category	Using Main Library	
		Number	% of Category in S.F.		Number	% of Category in S.F.
Blue Collar and Service Worker[1]	142,700	11,380	8.0%	68.0%	7,739	5.4%
Sales-Clerical[1]	113,300	20,899	18.4	67.3	14,070	12.4
Professional-Managerial[1]	75,200	30,885	41.1	67.6	20,880	27.7
Housewife[2]	87,600	23,355	26.7	56.0	13,086	14.9
Students						
Primary & Secondary[3]	109,504	53,914	49.2	59.2	31,909	29.1
College[3]	59,987	26,413	44.0	71.6	18,916	31.5
Total (Including Adult Educ.)[3]	189,491	80,327	42.4	63.3	50,825	26.8
Retired[1]	69,000	10,209	14.8	62.5	6,383	9.2
Unemployed[1]	21,700	6,524	30.1	74.0	4,830	22.3
Other	n.a.[6]	1,570	–	89.7	1,409	–
Total City Population[5]	704,370	184,149	26.1%	65.0%	119,222	16.9%
Total City Population 5+ Years[5]	650,000	184,149	28.3%	65.0%	119,222	18.3%

1. 1960 Census. Blue Collar includes service employees. Not available category was distributed proportionately over the three categories in employed working force.
2. This estimate is for housewives not in the labor force.
3. Enrollments in educational institutions in San Francisco, 1969-70. Adult education in the public schools was only included in the total for students in educational institutions in San Francisco. It is possible that many of these students would be in other categories.
4. Preliminary 1970 Census.
5. Preliminary 1970 Census, 0-4 years old estimated at 7.8% of total city population.
6. n.a. = not available.

TABLE 52

ESTIMATED USE OF THE MAIN LIBRARY BY STATUS

	Trips				People Using			
	From San Francisco		Outside San Francisco		From San Francisco		Outside San Francisco	
Current Status	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Blue Collar- Service Worker	80,963	8.3%	5,277	3.6%	7,739	6.5%	711	4.1%
Sales-Clerical	124,523	12.8	14,357	9.9	14,070	11.8	1,249	7.2
Prof.-Managerial	204,784	21.0	78,576	54.0	20,880	17.5	8,324	48.0
Housewife	56,217	5.8	5,383	3.7	13,086	10.9	1,197	6.9
Students	360,550	37.0	28,090	19.3	50,825	42.6	4,318	24.9
Retired	61,658	6.3	2,182	1.5	6,383	5.4	69	.4
Unemployed	55,172	5.7	6,428	4.4	4,830	4.1	624	3.6
Other	30,533	3.1	5,307	3.6	1.409	1.2	850	4.9
Total	974,400	100.0%	145,600	100.0%	119,222	100.0%	17,342	100.0%

TABLE 53

ESTIMATED USE OF THE LIBRARY SYSTEM BY STATUS

	Trips				People Using			
	Residence in San Francisco		Residence Outside San Francisco		Residence in San Francisco		Residence Outside San Francisco	
Current Status	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Blue Collar- Service Worker	166,185	5.6%	8,693	3.5%	11,380	6.2%	825	3.9%
Sales-Clerical	306,423	10.3	27,140	10.8	20,899	11.3	1,184	5.6
Prof.-Managerial	539,656	18.1	130,709	51.8	30,885	16.8	9,156	43.3
Housewife	427,773	14.3	9,421	3.7	22,355	12.1	2,601	12.3
Students	1,127,901	37.9	50,905	20.2	80,327	43.6	5,455	25.8
Retired	256,835	8.6	2,243	0.9	10,209	5.5	63	0.3
Unemployed	100,008	3.4	13,339	5.3	6,524	3.5	719	3.4
Other	55,123	1.8	9,646	3.8	1,570	1.0	1,142	5.4
Total	2,979,904	100.0%	252,096	100.0%	184,149	100.0%	21,145	100.0%

1. The City and Metropolitan Area – 1960

In 1960 about 60% of San Francisco's population was between 20 and 64 years old. The next most important age groups were those typically of elementary and junior high school age, and the elderly, both at about 13% of the population. When we compare this age distribution with the age compostion of the metropolitan population, it is apparent that the suburban areas have a larger percentage of children of preschool, elementary school, and young adult age. These age groups were about one-quarter of the city's population, but about one-third of the metropolitan area population. The metropolitan area's percentage of children of elementary school age was significantly higher than the city's. As might be expected, the metropolitan area had a lower percentage of its population in the age groups, from 20-64 and in the elderly group.

TABLE 54

AGE DISTRIBUTION OF POPULATION IN SAN FRANCISCO AND SMSA, 1960-90

	City[1]		SMSA[1]	
	Number	% of Pop.	Number	% of Pop.
Preschool 0-4	58,851	7.9%	288,010	10.3%
5 - 14 Years	98,189	13.3	507,839	18.2
15 - 19 Years	42,080	5.7	179,116	6.4
20 - 64 Years	447,588	60.5	1,558,018	56.0
65 or Older	93,608	12.6	250,376	9.1
Total	740,316	100.0%	2,783,359	100.0%

Projection for San Francisco

	1975[2]		1980[2]		1990[2]	
	Number	% of Pop.	Number	% of Pop.	Number	% of Pop.
Preschool 0-4	54,200	7.7%	61,404	8.7%	79,176	10.3%
5 - 14 Years	110,694	15.8	98,892	14.0	125,337	16.2
15 - 19 Years	62,758	9.0	75,233	10.6	61,816	8.0
20 - 64 Years	369,842	52.9	372,715	52.7	420,124	54.4
65 or Older	102,079	14.6	99,075	14.0	85,905	11.1
Total	699,573	100.0%	707,319	100.0%	772,358	100.0%

1. Based on *U.S. Census of the Population: 1960 Final Report* PC(1)-6B, General Population Characteristics California, Table 20.
2. Based on Series IV Projection, City of San Francisco.

2. Projected Changes in Age Structure of the City

Compared with 1960, the city in 1975 and 1980 is expected to have fewer people in the middle-productive years but more children and young adults; by 1980, the proportion of young adults will have almost doubled. In the succeeding decades it is expected that the city's children will be a more significant proportion of the population than they are now, resembling the present age distribution of the metropolitan area, except that the city will still have a smaller percentage of its population of elementary school age, and a higher percentage of elderly. However, because total city population is expected to increase only slightly, to approximately 772,000 in 1990, changes in age structure will not involve major increases in numbers of children and young adults. These estimates would indicate an increase in the school age population of 7.6% from 1970-75, 8% from 1970 to 1980, and 6% from 1970 to 1990.

3. Use of the Library by Various Age Groups

Those of middle-productive age have the most varied library needs. The college age student in his twenties makes very specialized reference demands on the public library for academic studies. Those in business and professional occupations use the library for their business and personal needs. A significantly large percentage of this age group uses the library for self-development as well as leisure reading. Whatever the nature of the library use—whether it be for business, self-development, or recreation—there are use patterns for different ages.

Young adults of high school age (13-18) are among the largest number of estimated systemwide users, followed by the 19-25 and the 26-40 age groups, 49.1% and 42.1%, respectively. Similarly, at the main library the 13-18 and 19-25 age groups participate almost equally (as a percentage of their respective groups), followed by the 26-40 and 41-60-year-olds. A large percentage of the young adults (13 to 18) use the main library, probably because of better collections and good public transportation. We expect that as the main library becomes more specialized, and the branch system is improved, young adult use of the main library will decrease as a percentage but level off in absolute numbers because they will be a larger proportion of the population.

However, in terms of absolute numbers, the 19-60-year-olds will be the largest users of both the main library and the system. This trend will continue even though they will be a smaller percentage of the total population two decades from now. Again, as the main library becomes more comprehensive and specialized, we expect greater participation from this group.

The general observation can be made that according to our estimates use of the library system peaks during the high school years, declines slightly during the college and early-productive years, and then drops sharply from the age of 40 on. The same pattern is generally true for main library use, except that it peaks during the ages of 13-25, tapering off from 26-40, dropping more sharply from 41 on.

TABLE 55

ESTIMATED LIBRARY USE BY AGE

Age Group	Estimated Population 1970[1]	% of Est. Population	Using Library System		Using Main Library	
			Number	% of 1970 Population	Number	% of 1970 Population
Under 5 Years	55,445	7.8%	_[2]	_[2]	_[2]	_[2]
5 - 12 Years	91,630	13.0	13,259	14.5%	7,273	7.9%
13 - 18 Years	69,624	9.8	40,697	58.5	23,964	34.4
19 - 25 Years	88,962	12.5	43,643	49.1	30,759	34.6
26 - 40 Years	105,978	15.0	44,564	42.1	30,878	29.1
41 - 60 Years	162,080	22.8	29,832	18.4	19,075	11.8
61 or Older	135,142	19.1	12,154	9.0	7,273	5.4
Total	708,861	100.0%	184,149	26.0%	119,222	16.8%

1. From *Population Projections for San Francisco 1960 to 1990*, San Francisco Department of City Planning, April 1968, Population Projections Series IV.
2. There are preschool programs offered by the library system. Preschool children were not included in the systemwide questionnaire survey.

D. EDUCATIONAL ACHIEVEMENT

Educational achievement of the community is an important influence on cultural pursuits, and the demand for information, books, and other library materials. Since 1940 San Francisco adults have had one of the highest median levels of educational achievement by comparison with other large cities. They have been above the average for the United States. This level of achievement increased during the two decades from 1940-60 from 9.6 to 12.0 average years of schooling completed.

Compared with other U.S. cities such as Boston, Philadelphia, and Chicago, the population of San Francisco has maintained high average levels of educational achievement. By 1960 the majority of the city's adults had at least four years of high school or some form of higher education.

The disbribution of San Francisco adults by years of school completed shows a somewhat bimodel distribution, composed of those having less than 9 years of schooling (31.1%) and those having completed 12 or more years of school (50.9%). By comparison, Chicago has a more symmetrical distribution, with 51.5% of the adult population achieving a middle level of 9.0–10.9 years of schooling. San Francisco's level of educational achievement is consistent with its smaller "blue collar" work force and industrial base, as well as its role as the financial and entertainment center of the metropolitan area.

TABLE 56

EDUCATIONAL ACHIEVEMENT OF ADULTS
(by average years of school completed)

	Median Level		
	1940	1950	1960
United States	8.4	9.3	10.7
San Francisco	9.6	11.6	12.0
Boston	8.9	11.0	11.2
Philadelphia	8.2	9.0	10.4
Chicago	8.5	9.5	10.0
St. Louis	8.2	8.7	9.7
Baltimore	7.9	8.6	9.6
Cleveland	8.6	9.4	9.6

TABLE 57

EDUCATIONAL ACHIEVEMENT OF THE ADULT POPULATION– SAN FRANCISCO AND SMSA, 1960

Years of School Completed	San Francisco		SMSA	
	Number	Percent	Number	Percent
No School	14,593	3.0%	26,568	1.8%
Less Than 9 Years	137,669	28.0	366,202	25.6
9-11 Years	88,777	18.1	272,294	19.0
12 or More Years	250,693	50.9	768,843	53.6
Total	491,732	100.0%	1,433,907	100.0%

Source: U.S. Census of the Population, PC(1)6C, California General Social and Economic Characteristics 1960, Table 73.

By comparison with the SMSA, San Francisco had more adults with less than nine years of school completed and fewer adults with twelve or more years of school completed, typical of the urban center city.

1. Educational Achievement of Library Users

The nonstudent users of the library system are almost all high school graduates. The largest user group has completed either junior college or four years of college and a significant percentage of nonstudent library users have completed professional school or graduate programs. Generally, a slightly larger percentage of college and professional school graduates use the main library than use the branches.

We can expect that as existing nationwide trends toward more college participation continue, use of the library will increase during the next 30 years. There are many opportunities to attend college in San Francisco and the Bay area at a wide variety of public and private colleges and universities offering a full range of programs.

The oriental community in San Francisco has had a high particpation rate in college attendance. A study of *People Who Need College* by the American Association of Junior Colleges concluded that "the San Francisco college attendance data differ from those obtained for other cities in that black graduates attend college in about the same proportions as white graduates in the same categories of ability and for all categories combined." Despite increases in minority group populations, San Francisco will more than likely continue to have a significant number of its population attend college and become library users.

TABLE 58

HIGHEST EDUCATION COMPLETED BY NONSTUDENT USER RESPONDENTS

	Sampled at Main Library	Sampled at Branch	Combined Sample
Elementary	0.8%	1.1%	1.0%
Junior High	1.6	1.3	1.6
High School	22.2	22.4	22.9
Business or Tech. School	9.0	11.2	10.2
College (Total)	41.3	39.4	39.8
Grad. or Prof. School	23.6	21.0	21.7
No response	1.4	3.5	2.7
Incorrect response	0.1	0.1	0.1
Total	100.0%	100.0%	100.0%

2. School and College Enrollments

San Francisco school enrollments have remained relatively stable in the past decade, despite year-to-year fluctuations. Enrollment in the public schools will probably remain stable or increase only slightly (from 0-7.5%) over the next two decades. Private school enrollments will probably increase slightly and then decline during the same period.

A greater percentage of elementary through junior high school students use the branches than use the main library, whereas a greater percentage of high school students use the main library. We would expect high school students to use the branches more as their collections are improved.

TABLE 59

HIGHEST EDUCATION COMPLETED BY STUDENT RESPONDENTS

	Sampled at Main Library	Sampled at Branches	Combined Sample
Elementary	4.0%	27.4%	20.0%
Junior High	13.8	31.3	24.3
High School	34.6	24.3	27.8
Business or Tech. School	1.7	1.0	1.2
College	36.1	13.0	21.3
Graduate or Prof. School	9.8	3.0	5.3
Total	100.0%	100.0%	100.0%

It is most significant that the estimated potential for adult education is a 50% increase over the next decade. This will be achieved only if budget and facilities are made available to City College of San Francisco and the school system. Current needs for improving the school system and their attendant costs are such that it will probably be a difficult goal to achieve.

Adult education and continuing education involving the functionally illiterate, the technologically displaced worker, education for the aging, and the education of women between 45 and 65 will continue to be important problems for our schools and colleges. The national neglect in this area is significant, and there is a dearth of knowledge about the educational processes involved and no clear definition of educational responsibility.

The extent to which adult education should be institutionalized is not clear, but it should be pointed out that historically the public library has provided resources for individual self-development. In the coming years, continuing education should have a significant impact on library service in San Francisco.

There are many institutions of higher education in the city, and we estimate that total enrollments during the next decade will increase by approximately 12%. Of all students using the main library, college students represent the largest percentage (36.1%). We expect that this use will increase significantly as new facilities are constructed and the main library collection is strengthened.

On completion of the BART system, within the present decade, 30 public and private colleges and universities will have rapid transit access to the main library. Students now comprise the second largest group (26%) of nonresident main library users. With rapid transit availability, their use of the main library will become increasingly significant.

TABLE 60

ESTIMATED ENROLLMENTS IN EDUCATIONAL INSTITUTIONS IN THE CITY OF SAN FRANCISCO

Educational Institutions	1969	1975	1980
Elementary and Secondary	109,504	114,000-118,000	112,000-119,000
Higher Education–Larger Colleges	40,179	48,475	54,700
Higher Education–Smaller Colleges	14,808	18,500	20,670
Total	164,491	180,975-184,975	187,370-194,370

Source: Arthur D. Little, Inc.

E. ETHNIC GROUPS

The ethnic composition of San Francisco's population is more varied than that of most cities. This has important implications for the library system. These groups require special resources and services related to their cultural interests and language backgrounds. San Francisco's racial groups are an important part of its ethnic structure.

In 1960, 18% of San Francisco's population was nonwhite. The largest group was the blacks, about 10% of the population, or 74,000 people. The second largest group was the Chinese, almost 5% of the population, with approximately 36,000 people, followed by the 32,000* Spanish-speaking persons, the Filipinos, and the Japanese. In total, about 155,000 people were nonwhite or of the Spanish-speaking community.

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* As defined by Foreign Stock Statistics, 1960 Census, for Mexico and the other Americas.

Latest estimates by the San Francisco Health Department indicate that the city's white population has probably declined by 16% while the nonwhite population has increased in almost all categories. The largest increase occurred among the Chinese, and the second largest among the blacks. It is estimated that in 1969 the blacks were about 14% of the population, and the Chinese about 9%. The Filipino and Japanese components of San Francisco's population are smaller, about 3% and 2%, respectively.

In 1960 and to some extent in 1969, the proportion of blacks in San Francisco was not particularly high considering the size of the city and its metropolitan area. Oakland houses a major share of the area's black population.

The Spanish-speaking and nonwhite population is unevenly distributed throughout the metropolitan area and concentrated in the two central cities of San Francisco and Oakland. Together they contained 67% of the nonwhite population in 1960, but only 40% of the total population of the metropolitan area. The nonwhite and Spanish-speaking populations in these two central cities is growing, and this growth is expected to continue.

TABLE 61

RACIAL COMPOSITION OF SAN FRANCISCO, 1960 AND 1969

	1960		1969		% of Change
	Number	**% of Total**	**Number**	**% of Total**	**1960-1969**
Caucasian	604,403	81.6%	504,000	71.3%	–16.6%
Negro	74,383	10.0	102,000	14.4	37.1
Chinese	36,445	4.9	62,400	8.8	71.2
Filipino	12,327	1.7	20,200	2.9	63.8
Japanese	9,464	1.4	11,800	1.7	24.7
Other	3,294	0.4	6,506	0.9	97.5
Total	740,316	100.0%	706,900	100.0%	–4.5%

Source: San Francisco City Health Department.

Library Use

The main library users, as reflected in our survey, were predominantly white (81.7%), followed by the blacks (8.3%), orientals (5.5%), and others, 4.5%. This reflects the distribution of these groups among the total population of San Francisco. The white library users comprised a larger percentage than their proportion of the general population, while the blacks and orientals comprised a smaller percentage than their proportion of that population. Although no data are available for the branch or systemwide users, these groups very likely use their neighborhood library facilities to a greater extent.

F. URBAN RENEWAL IN SAN FRANCISCO

Most of the neighborhoods in San Francisco are relatively stable. The Fillmore, Hunters Point, and Mission areas were inhabited by transient populations that moved into substandard areas but at this time are considerably more stable.

Hunters Point now has a relatively stable black population. Renewal plans for Hunters Point and India Basin Industrial Park will contribute to a further stabilization of this neighborhood. Ethnic and non-English speaking minorities have moved into substandard areas of the Mission and Chinatown and aggravated already crowded conditions and imposed an additional burden on public services. These populations are less mobile than those they join, and, because of language barriers, have diminished job opportunities.

Redevelopment in San Francisco has been associated with a relatively successful commercial and residential development near the northern waterfront, the Embarcadero Center and Golden Gateway. It has also been applied to undeveloped land in Diamond Heights, for moderate and market priced housing, and to the Western Addition, replacing an area of substandard housing with a variety of community-based projects such as the Japanese Trade Center and the planned Fillmore Center. However, limited housing has been provided for the elderly and low-income groups.

Redevelopment Area A-1 was the beginning of demands for community participation. Despite conflicting opinions among public and private groups generally, the consensus in the black community was that a large segment of low-income housing and adequate replacement housing had not been provided. As a result, all future projects of a significant nature in black or other minority communities have been resisted or demands have been made and met for increased community participation in the planning process. In terms of branch library locations, these trends have obvious implications. Library services and facilities in renewal and other areas affecting these citizen groups will involve demands by them for participation in planning services.

The trend toward citizen participation in the renewal process will probably continue. Similar interest can be expected if and when renewal is undertaken in the Mission, Haight–Ashbury, Bernal Heights, or any other predominantly residential area with a neighborhood or ethnic consciousness.

Comparatively speaking, the response of San Francisco to the efforts of ethnic minorities and community groups to involve themselves in decision making affecting their neighborhood is positive. Other major cities, most with larger black communities than San Francisco, have been more resistant to a sharing of such decision-making power. San Francisco minorities possess a relatively sophisticated leadership; they have pressed for a role; and, when decision making has been shared, they have sustained their interest and involvement through long, drawn-out planning processes. The Hunters Point renewal effort is a good example of such a positive joint undertaking.

Except for areas such as the Tenderloin and South Park, there will probably be no significantly radical change in neighborhood socioeconomic mix, because of current relocation policies with respect to renewal and on-site relocation.

The continuous process of renewal in San Francisco will more and more involve public actions based on improved education in the schools, bilingual programs, job training, community service programs, and similar efforts. The San Francisco Public Library System can play a significant role in these activities, given adequate budgetary support. Physical renewal will involve a selective use of code enforcement and public and private redevelopment.

Current demands being placed on the San Francisco Public Library System by the neighborhood areas of the city as defined by estimated individual use and trips are illustrated in Table 62.

Excluding nonresidents, the Sunset, Old San Francisco, the Richmond, and Mission Dolores areas are estimated to be the greatest users of the library system both in numbers of individuals and trips. The Haight–Fillmore, Hunters Point, Potrero Hill, and South of Market neighborhoods have lowest and least frequent use of the system for both individuals and trips. As 1970 Census data becomes available it will be important to continue to compare neighborhood use of the library system with neighborhood population.

The nonresident user group is larger than the number of resident users from any single neighborhood.

TABLE 62

RANKING OF THE RESIDENCE OF USERS OF THE SAN FRANCISCO LIBRARY SYSTEM

Neighborhood Residence	Estimated Percentage of Total Trips	Neighborhood Residence	Estimated Percentage of Total Individuals
Sunset	11.6%	Sunset	10.7%
Old San Francisco	10.3	Outside San Francisco	10.3
Outside San Francisco	7.8	Old San Francisco	10.0
Richmond	7.4	Richmond	7.7
Mission Dolores	7.1	Mission Dolores	6.0
Sunset Heights	5.4	Pacific Heights	4.9
Pacific Heights	5.0	Sunset Heights	4.7
Outer Richmond	5.0	Outer Richmond	4.5
Buena Vista	4.3	Western Addition	3.8
Marina	4.2	Buena Vista	3.7
Civic Center	3.3	Mt. Davidson	3.6
Mt. Davidson	3.3	Outer Mission	3.4
Outer Mission	3.2	Lake Merced	3.4
Lake Merced	3.0	McLaren Park	3.0
Western Addition	2.7	Inner Mission	2.9
McLaren Park	2.6	Marina	2.8
Bernal Heights	2.4	Civic Center	2.7
Inner Mission	2.4	Oceanview	2.5
Oceanview	2.2	Bernal Heights	2.3
Potrero Hill	1.9	Haight–Fillmore	1.9
Hunters Point	1.7	Potrero Hill	1.8
Haight–Fillmore	1.4	Hunters Point	1.8
Presidio	0.9	South of Market	1.0
South of Market	0.9	Presidio	0.6
Total	100.0%	Total	100.0%

IV

MAJOR IMPACTS ON FUTURE PLANNING FOR THE MAIN LIBRARY

IV. MAJOR IMPACTS ON FUTURE PLANNING FOR THE MAIN LIBRARY

A. SERVICE GOALS AND THE ROLE OF THE SAN FRANCISCO PUBLIC LIBRARY

> "The public library reaches the entire population as does no other aspect of library service. Parents of preschool children rely on it for the picture and storybooks that are the child's first introduction to the mystery of reading. Elementary school children go to the public library for books when school is out and during vacation, as do high school students, who also use it for assistance in homework and term papers. Urban college students living at home find the public library more convenient than their college libraries. Adults rely on it for recreation and continuing education. Businessmen may turn to it for practical information, as do housewives, craftsmen, and hobbyists. The larger public libraries are major research resources. More recently we have turned to the library as one of the social agencies needed to assist in liberating the prisoners of urban ghettos from ignorance and poverty. For all men and women, it is the one place through which they may reach the world's collected informational and intellectual resources.
>
> "Yet, important as the public library is, there are few social services so unequally provided to the American people."*

The role of the central library within the Public Library System and the relationship of the system to other library resources in the area form the basis for development objectives and program emphasis. The service goals of the public library are sufficiently broad to be frequently misinterpreted. By comparison with the more specialized service goals of specialized libraries found in schools, colleges, and universities or other private or corporate libraries, it is easy to lose sight of the importance of the public library. The service goals described below are common to most large urban public libraries and the analysis of the systemwide survey and other components of this study point up their relevance to San Francisco.

1. Preschool Services

At present the public library offers some preschool services. They should be extended in the future and developed as a continuing obligation of the public library. The main library will have secondary responsibility and the branches primary responsibility for delivering these services. These programs are complementary to preschool services developed in the schools and will always have a legitimate overlap of service. The public library should cooperate and coordinate with the schools in developing these services. Access to the school libraries is restricted.

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* *Libraries at Large*, The Resource Book Based on the Materials of the National Advisory Commission on Libraries, edited by Douglas M. Knight and E. Shepley Nourse, R.R. Bowker Co., New York, 1969.

2. Services to the Students of San Francisco Schools

The public library traditionally provides services to students of all ages which supplement those offered by the school libraries. The schools are largely responsible for collections oriented primarily to textbooks and limited reference needs. In San Francisco the public library has been a major factor in supplementing school library deficiencies. As the school libraries improve the public library will continue to serve students for their noncurricular needs in a legitimate, continuing supplementary role. The branches have primary responsibility for these services and the main library has a secondary responsibility in terms of the numbers of students served. The public library should cooperate and coordinate with the schools in planning services and developing programs. Access to school libraries is restricted.

3. Service to College and University Students

The public library performs a supplementary role in providing library services to college and university students. It will not be responsible for textbooks, specialized research needs, or doctoral materials. Within the library system the main library has primary responsibility for serving the needs of these students. The college and university libraries have primary responsibility to these students, especially with respect to textbook and specialized materials. In certain areas of its collections the public library often has more adequate materials than many small college libraries and is used by students for primary rather than supplementary purposes. The college and university libraries are generally not open to the public and have restricted access. The public library should strive to provide better access to these restricted materials through cooperative arrangements and reference referral services.

4. Service to the General User

The public library provides service to the general user for his recreational and self-developmental needs. An important new role based on a traditional responsibility will be to take a more active role in continuing education and independent study with programmed materials for the general adult as well as student user.

Recreational reading services are a primary or supplementary service depending on the library user. It is a primary function of the branch library to provide for these services and, although secondary to the main, it is nevertheless an important function within the main library's own branch service area. Because the library user uses it for many purposes the collections of the public library should not be exclusive. Other sources of materials are to be found in personal collections, and in private and specialized libraries.

The self-developmental, continuing education, and study services to the general user are a primary and traditional function of the public library. It is a primary responsibility of the main library and although important in the branches is a secondary responsibility for them, because of the limitations of the branch collections.

All programs for the general adult and elderly library user should continue to be emphasized and developed as primary responsibilities and one of the major missions of the public library. These services should be extended as much as possible through participation in cooperative reference-referral and interlibrary loan networks, making available to the motivated general public the resources of college and university and special libraries.

5. Services to Business, Industry, and the Professions

Services to business, industry, and the professions are a primary responsibility of the public library. These services include high level reference and limited research for government as well as the private sector. The public library's role is supplementary to highly specialized corporate and professional libraries. Access to these libraries is restricted and the public library should provide additional responsible access to the motivated user through improved cooperative arrangements. The main library and the business branch have primary responsibility for delivering these services within the system. The public library should continue to emphasize and develop these services as one of its primary goals.

6. Special Services to the General and Specialist User

The public library should provide special collections documenting local and regional history, cultural and political life, and other activities. This is a primary responsibility for the public library. However, coordination should be developed with institutional and specialized libraries which have similar collections, but to which access is restricted. Special collections are traditionally the primary responsibility of the central library. A strong secondary responsibility should be developed in the branches in San Francisco with respect to unique collections related to neighborhood interests. Providing these services should be a continuing emphasis of the public library. This role should be strengthened as the main library assumes the role of a Level III library within the state plan.

7. Reference-Referral Services to San Francisco and Other Library Systems

The main library, in its designated role as a Level III library serving a 22-county area in northwestern California, has a primary responsibility for reference-referral services to other public library systems within the geographic network and associated systems in the subject network of the state library plan. It is of vital importance that the library continue to develop and participate in this far-reaching concept for total library services in the state. In fulfilling this responsibility, library services within the City of San Francisco will be enriched through a vastly improved collection and its access to other public libraries, college and university libraries, special and research libraries, and the Library of Congress.

The future potential of this form of public library service is best exemplified by the activities of the Bay Area Reference Center and its use of modern communications devices such as telefacsimile. One can easily envision subscription services provided for private business, industry, and the professions by the public library, through the media of TWX, telefacsimile, etc.

B. THE SAN FRANCISCO BRANCH LIBRARY SYSTEM

1. Background

One of the most difficult problems any library system faces is striking a reasonable balance between developing increased quality, breadth, and depth in its major collection and increasing accessibility to its resources through its extension services. Although the problem is more difficult and acute in rural areas, there are significant factors in the urban setting which define the need for extension services. Preschool and elementary school children, high school students, the elderly, adults seeking general reading needs, and ethnic and minority groups with special needs all find the convenience of library service close to their homes vital and important.

During the 1960s branch library circulation in San Francisco dropped 23.5%, while main library circulation increased 51.3%. At the same time total city population decreased by 4.9%; the racial balance shifted significantly, with the Caucasian population decreasing by 16.4% and the non-Caucasian population increasing by 47.3%; and the nonresident labor force increased by 22.4%. Projections for San Francisco indicate relatively stable population growth through 1999.

TABLE 63

BRANCH LIBRARY CIRCULATION AND CITY POPULATION, 1959-70

	1959-60	1969-70	Percent Change
Circulation (000s)			
Main Library	571	864	+51.3%
Branch Libraries	2,962	2,266	−23.5
Total	3,533	3,130	−11.4%
Population			
Caucasian	604,403	504,000	−16.6%
Non-Caucasian	135,913	200,209	+47.3
Total	740,316	704,209	−4.9%
Nonresident Labor Force	143*	175	+22.4%

* 1965 estimate.

San Francisco has 26 branch libraries serving the library needs of its neighborhood residents and one specialized branch in the financial district serving business and industry. The branches are well distributed with respect to physical barriers, transit patterns, and population densities. They are supplemented by bookmobile service which carries books to neighborhoods not easily served, and deposit collections for the benefit of the elderly at special locations.

All of the branch libraries have been constructed since the earthquake and fire of 1906, which completely destroyed the main library collection and ruined, or partially destroyed, most of the branches and deposit stations. After the earthquake, assistance was offered by libraries and individuals all over the nation. The main library and eight branches were built between 1909 and 1921 with funds contributed primarily by the Carnegie Foundation.

The branch library system expanded slowly between 1922 and 1950; only three branches were constructed. Since 1950, 10 branches have been built. Some of these represented new service locations while others replaced existing rental outlets. In addition, there are five storefront branches in operation. Of the total 26 branches, 21 occupy city-owned buildings, while five are in rented store fronts in the southern part of San Francisco.

TABLE 64

SAN FRANCISCO PUBLIC LIBRARY BRANCHES
(excluding main library and business branch)

Year of Construction	Area I	Area II	Area III
1906-1930	5	1	2
1930-1940	–	2	1
1950-1960	2	3	1
1960-1970	1	–	3
Store Front–Rental	–	2	3
Pre-World War II	(5)	(3)	(3)
Pre-World War II and Store Front	(5)	(5)	(6)
Total	8	8	10

Excluding the main library and the business branch, the average city population served by the branches is 27,000 persons (varying from 6,500-40,000 people). Compared with other selected cities, San Francisco has more branches per person than many cities. Also, most of the branches are well within a one-mile radius service area. The average coverage for the 26 branches (excluding the main library and business branch) is 1.74 square miles per branch.

TABLE 65

AVERAGE POPULATION SERVED PER BRANCH LIBRARY

City	Average Number Served per Branch
Detroit	64,601
Chicago	58,409
Philadelphia	52,866
Los Angeles	48,280
Baltimore	41,031
St. Louis	34,501
San Francisco	27,000
Cleveland	23,494
Boston	21,912

The branch libraries serve the greatest number of resident users. In the systemwide survey, 61.7% of the user respondents mostly used the branch closest to their home, and 9.1% mostly used another branch. However, a significant number of user respondents* (28.6%) indicated that they mostly used the main library. Approximately 71% of the respondents using the branch nearest their home walk within 15 minutes, and 92% drive within 15 minutes. Most of the respondents using public transportation (77%) had access to the main library within 30 minutes, and 90% of those who drove had access within 30 minutes. Generally speaking, the number and spacing of branches, coupled with good public transportation to the main library, provide ample physical locations for good access to the library's systemwide resources.

The branch collections, however, vary widely–ranging from 9,000-31,000 volumes. Book circulation in the branches varies from 12,000-161,000 volumes per year, with estimated juvenile circulation varying from 16-72% of total circulation.** Branch staffing patterns vary from one to seven professional and/or clerical staff members.

The branch system is presently organized into six cluster areas, for purposes of developing community oriented programs and more efficient staffing patterns. Each cluster contains from three to five branch libraries with one of the libraries designated as "cluster head." Besides their regionalization into clusters, the branches are currently classified as to level: major branches, neighborhood branches, and store-front or small city-owned branches. Seven of the libraries are major branches: Richmond, Marina, Mission, Ortega, West Portal, Merced, and Excelsior. These have medium-sized collections of nonfiction, fiction, reference books, and magazines. Some also have a small collection of phonograph records. The remaining branches have for the most part less extensive, standard collections designed to meet the general reading needs of residential communities.

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* Systemwide survey.

** San Francisco Public Library statistical information.

TABLE 66

SUMMARY OF AVERAGE TIME OF TRIP BY METHOD OF TRANSPORTATION

	To Library Used Most Often					
	Main Library		Branch Closest to Home		Another Branch	
	Percent of Total	Accum. Percent	Percent of Total	Accum. Percent	Percent of Total	Accum. Percent
Walk						
Arrive Within 5 Minutes	23.5%	23.5%	40.3%	40.3%	34.2%	34.2%
Arrive Within 10 Minutes	25.6	49.1	30.0	70.3	23.9	58.1
Arrive Within 15 Minutes	21.6	70.7	17.5	87.8	20.5	78.6
Arrive Within 30 Minutes	20.5	91.2	7.6	95.4	17.1	95.7
Drive						
Arrive Within 5 Minutes	5.6%	5.6%	52.0%	52.0%	16.1%	16.1%
Arrive Within 10 Minutes	20.6	26.2	31.5	83.5	37.3	53.4
Arrive Within 15 Minutes	38.2	64.4	8.4	91.9	25.8	79.2
Arrive Within 30 Minutes	25.6	90.0	4.9	96.8	15.2	94.4
Public Transportation						
Arrive Within 5 Minutes	3.1%	3.1%	8.0%	8.0%	4.9%	4.9%
Arrive Within 10 Minutes	7.7	10.8	27.1	35.1	13.4	18.3
Arrive Within 15 Minutes	18.1	28.9	30.2	65.3	22.0	40.3
Arrive Within 30 Minutes	47.9	76.8	24.0	89.3	43.9	84.2

Adult services are geared to meet general reading needs and to provide information on a wide variety of subjects, e.g., business, the home, and hobbies. An effort is made to provide a balanced book collection administered by a professional staff at both adult and juvenile levels. Most branches are not big enough to meet the needs of students and adults with wide subject interests, nor are they small enough or flexible enough to serve unique or special needs of children, elderly persons, or the disadvantaged.

This is, in turn, misunderstood by the community when, as a result of limited library budgets, hours and staff are reduced. Frequently, a store-front library, which is an extension of service, is viewed as substandard. In a period when the public library should be taking a more active role in expanding educational and cultural opportunities to all of the city's residents, it has been locked into maintaining and expanding a branch system which is not able to adequately meet the needs of users or reasonably strengthen collections, extend hours, and maintain the flexibility required to serve the unique needs of many of its constituents.

Branch library hours during the week are limited because of inadequate operating budget. No library in the system is open on Sundays, and the branch libraries generally have curtailed morning hours, evening hours limited to three days a week or less, and shorter Saturday hours than the main library.

TABLE 67

BRANCH HOURS PER WEEK

Library	Morning	Afternoon	Evening	Saturday	Total
Excelsior, Marina, Merced, Mission, North Beach, Parkside, Richmond, Sunset, Western Addition, West Portal	6	29	9	8	52
Children's Rooms at Mission, Richmond, Sunset	2	22	2	8	34
Anza, Golden Gate, Presidio, Chinatown, Eureka Valley, Ortega, Waden	4	28	6	7	45
Bernal, Ocean View, Park, Ingleside, Portola, Potrero, Noe Valley, Visitacion Valley	–	24	4	5	33
Glen Park	–	13.5	4	–	17.5

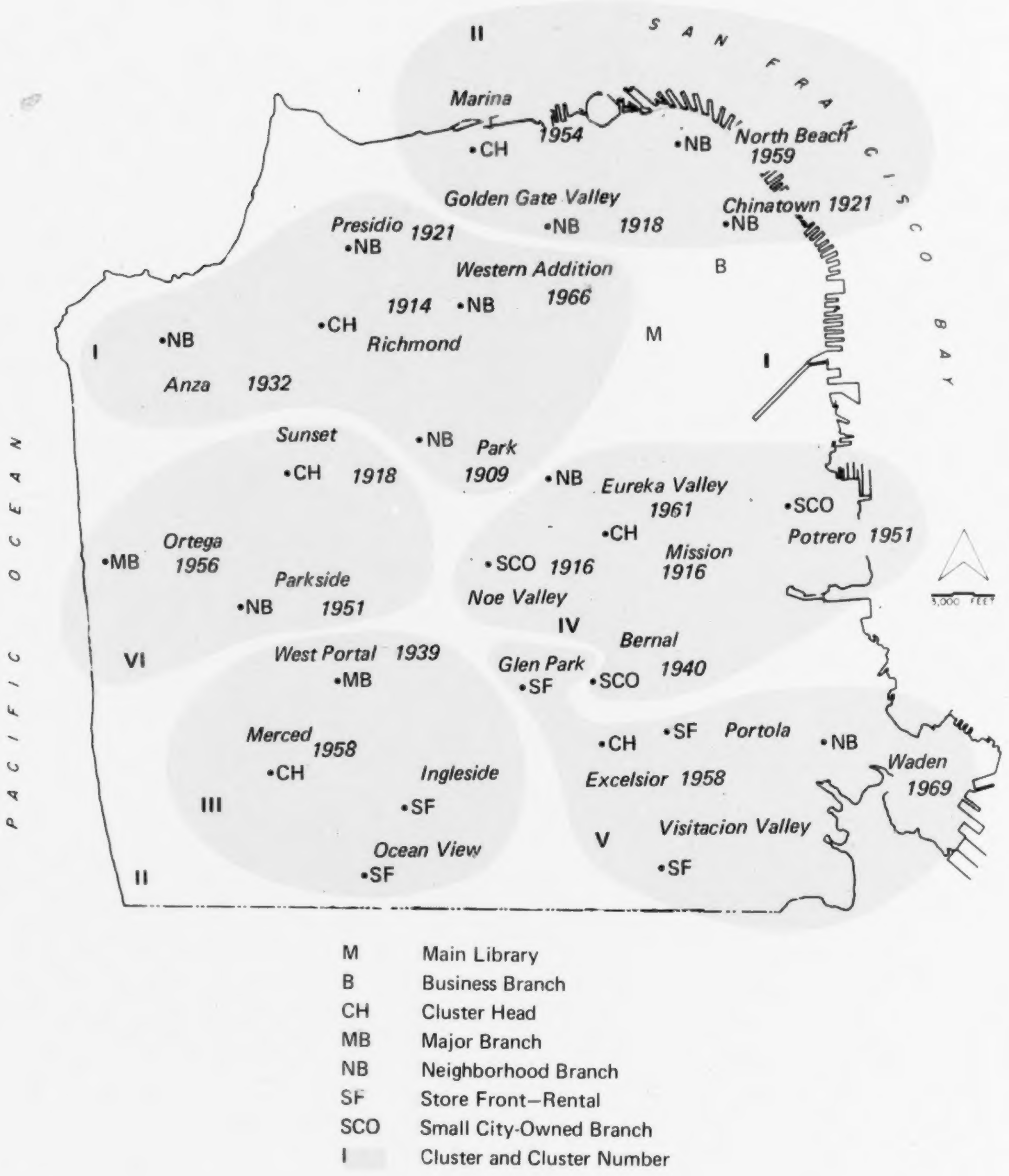

SAN FRANCISCO BAY
PACIFIC OCEAN
II
Marina 1954
•CH
•NB
North Beach 1959
Golden Gate Valley 1918
•NB
Chinatown 1921
•NB
Presidio 1921
•NB
Western Addition 1966
B
1914 •NB
•CH
Richmond
M
I
•NB
Anza 1932
I
Sunset
•NB
Park 1909
•CH 1918
•NB
Eureka Valley 1961
•SCO
•CH
Potrero 1951
Ortega 1956
•MB
Mission 1916
•SCO 1916
Parkside
•NB 1951
Noe Valley
IV
Bernal 1940
West Portal 1939
•MB
VI
Glen Park
•SF
•SCO
•CH
•SF
Portola
•NB
Merced 1958
•CH
Ingleside
Excelsior 1958
Waden 1969
III
•SF
Visitacion Valley
V
Ocean View
•SF
•SF
II
5,000 FEET
M Main Library
B Business Branch
CH Cluster Head
MB Major Branch
NB Neighborhood Branch
SF Store Front—Rental
SCO Small City-Owned Branch
I ▨ Cluster and Cluster Number

FIGURE 16 EXISTING BRANCH 'CLUSTER' ORGANIZATION

The systemwide survey revealed a significant degree of concern by the library user about main and branch hours. Of the approximately 3000 write-in comments (half of the 6000 questionnaires returned), complaints about main library hours were open-ranked fourth, and complaints about branch library hours were open-ranked third (10.9% and 15.8%, respectively). Comments about branch hours were primarily concerned with evening study and general hours, while the most unfavorable comments on the main library were about Sunday hours.

Branches have been distributed throughout the city in an attempt to meet the standard one-mile service range, based on the assumption that people will go up to that distance to use a medium-sized library branch. This standard has in fact been exceeded.

The lack of a systematic concept and plan, as well as community pressures, have resulted in the San Francisco library system spreading its operating budget too thin. It does not have the resources to support 26 strong branches offering comprehensive services. Many of the branch collections are inadequate and the branches cannot develop them in depth because of budget and space limitations. The branches cannot design their collections to meet the diverse needs of many of the residential communities in the city; they cannot offer a broad range of media including records, films, tapes, magazines, paperbacks, and pamphlets; and, perhaps most importantly, they are not equipped with enough staff to provide the individualized attention necessary for quality library service. Innovative programs for outreach in the neighborhoods are particularly difficult when seven branches have only one librarian and six branches have only two librarians.

2. Recommendations for Studying the Reorganization of SFPL Extension Services

Looking ahead to the year 2000, the Public Library System must develop a concept of service and a replacement program, not only for the main library, but for its extension services and branch system as well. Given the goal of optimum service at reasonable cost, San Francisco has a population density and geographic compactness unique among many cities. Based upon our analysis of existing conditions and a survey of patterns of use throughout the system, we recommend that the San Francisco Public Library consider the concept presented here when considering the construction of new branch facilities:

- Establish levels of service for the system in order to better relate types of service to facilities.
- Reorganize and consolidate the branch system when possible, but consistent with legitimate demands for additional service.
- Strengthen the branch collections.
- Consolidate the clusters and add additional library staff while selectively extending hours in the system.

- Reorganize and extend special outreach services to those who are unable to come to the library, by further developing bookmobile service, deposit collections and, after careful consideration, store-front libraries.

The concept presented here will require additional study and analysis, neighborhood and community meetings, and coordination with the San Francisco Unified School District with respect to its school library program.

3. Levels of Service

We recommend that the San Francisco Public Library study the organization of library service within the city in terms of four levels of service. The four levels are based on existing characteristics and trends within the system: the comprehensive and specialized collections at the main library and business branch; an evolving cluster organization of the branches; demands for the changing character of branches, such as the Chinatown and Mission branches, under increasing unique community pressures; and the existing bookmobile, deposit collection, and store-front operations.

Further study of the proposed concept is important so that all concerned will better understand the long-range implications of competing demands for service and facilities, within the context of scarce operating funds and money for capital improvements. Equally important is the organization of service so that it will be more responsive to the many kinds of demands that are being made on the library by users who have unique needs. The students who need study space that cannot be found at home, the elderly at Laguna Honda, the college students, the businessman and professional—all have special requirements related to their ability to utilize library services. With its limited funds the library must assign priorities on the basis of a long-range plan for total library services within the city.

The proposed concept has many advantages:

- It will relate the organization of the SFPL system to the emerging state plan for total service.
- The definition of service levels will make easier the assignment of roles, functions, and budgets to the responsibilities of each level.
- It will more clearly define and give a better distribution of levels of service to the many kinds of resident library users.
- It will reduce the complexity of the existing cluster organization.
- If it is possible to reduce the number of branches while improving service, better staffing ratios could be achieved at each branch.

- For a given level of collection it will permit better structuring and distribution of collection and be more responsive to unique neighborhood characteristics.

- It will be easier to selectively extend hours throughout the system by having two area libraries and the main library open on Sunday afternoons, while selectively extending the number of evening library hours at the community branches.

- It will give a distinct identity, importance, and responsibility to outreach programs through program funding of Service Level IV.

- It allows for system reorganization to take place within the limits of a normal branch replacement schedule.

- It retains existing permanent branch facilities constructed since World War II, but looks to improving the system by replacing pre-World War II branches and store fronts and considering branch consolidation when legitimate and appropriate.

The main library and the business branch would be designated as *Service Level I.* Their service area would be conceived in terms of providing citywide, comprehensive, in-depth, and specialized service to resident and daytime nonresident users. If funds become available to achieve the guidelines of the state plan, the collection at the main library should approach 2-2.4 million volumes, with 20,000 volumes at the business branch, by the year 2000. The collection, staff, and information services at this level would be identical to Service Level III under the state plan for total library service. The main library as the central facility would house as well the central administrative and outreach services for the system.

Technical services might be housed either in the new main library building or in low-cost leased or city-owned facilities at a different location. The state library is now offering central processing services to libraries and library systems. San Francisco currently does its own systemwide processing.

Two possibilities present themselves in thinking of future developments in central processing. If it is concluded that under a state plan for central processing, regional processing centers become necessary because of volume demands, locational convenience, and "fail safe" considerations, the San Francisco Public Library, as a Service Level III library, probably could be designated as a central processing unit. In this eventuality, the Marshall Square site might not be adequate to house a regional processing facility, as well as a major reference-research library. If facilities were to be inadequate for a regional processing center, another location in the city would be a feasible alternative for housing technical services.

Geographic compactness and good transportation facilities provide the resident San Francisco library user with good access to the main library by either automobile or public transportation. The neighborhood respondents in the southern and western perimeter areas of the city have significant numbers of users–varying from 10.7-30%–who mostly use the main library. In the northeastern area, the percent of respondents who mostly use the main library varies from 15-83%. Our survey demonstrates that the main library serves a citywide function, as well as a special area and branch function in the northeastern area.

At this level the most comprehensive, in-depth library materials and services would be made available to the resident library users in San Francisco as well as nonresident employees.

Service Level II would build on a consolidation of the existing cluster system and ultimately provide a middle level of service in the northeastern, southeastern, and western areas of the city. Each sector would be served by an area library having up to 100,000 volumes and a collection that would more adequately serve high school students, community college students, and a much wider spectrum of adult library needs than now served in the branch system. The area library would have a core collection of audio-visual materials, a wider selection of periodicals, and more adequate reference tools. The northeastern area library function would be assumed by the main library, which is actually serving this function now. The western and southeastern areas would be served eventually by new area libraries.

The area libraries would be the headquarters for each of three clusters, rather than the six existing clusters. Their functions would be similar to area libraries under the state plan with access to the Bay Area Reference Center. As such they would have TWX or telefacsimile facilities for reference–referral services. Given resident user telephone access to the main library reference and subject departments, the branches can be easily bypassed. Therefore, this function is not as clearly defined as an area library in rural areas, but would be more successful and systematic than recent attempts to establish these channels of communication in five of the cluster branches.

We would expect the area libraries to reduce the trip frequency of patrons reaching the main library from the western and southeastern areas, and also reduce the frequency of use of the branch nearest the patron's home. They would upgrade library service for San Francisco residents in the western and southeastern areas. It is important that area library programs and collections be coordinated with library planning at the senior high school and junior college level.

Three area library sectors of approximately 15 square miles each would meet physical access criteria for urban regional libraries of 3-5 miles travel distance.

Service Level III would provide a neighborhood level of service within each of the three area library service sectors. Patrons would be served by community libraries having up to 35,000 volumes each. The collections, programs, and activities of the community libraries would house special ethnic collections and be highly responsive to the social and economic characteristics of their neighborhoods. At the 35,000-volume level they would have larger collections than most of the branches in the present system; would provide supplementary materials for preschool, elementary, and junior high school students; and would offer a more limited spectrum of adult general materials except for the special needs of the neighborhood. The selection of library materials, both subject and type, and the planning of the library programs should encourage a significant degree of neighborhood participation. The library collections and programs should be carefully coordinated with library planning at the elementary and junior high school levels.

The establishment of community branch libraries in each of the three cluster areas should meet the minimum distance requirements of a one-mile service area, or provide library service within walking distance of most of the children in the city. Before providing permanent branches under this criterion, the trade-off between using the programs of Service Level IV and school library facilities should be evaluated. This service level would be comparable to the collection and services offered at the better existing new branches.

Service Level IV would provide specialized, highly mobile, and flexible citywide library service to:

- Special groups throughout the city who are unable or find it difficult to utilize the other three levels of service–e.g., the elderly; preschool children; the disabled, ill, and infirm; the confined, and the functionally illiterate.
- Areas cut off by special geographical and transportation conditions, or socioeconomic patterns which present unique problems to a community library service area.
- Ethnic, neighborhood, community, or cultural groups that do not have adequate resources to provide themselves with small, short-term, specialized deposit collections for special community projects or purposes.
- The development of cooperative projects in special education and individual study programs, as worked out between the library, City College of San Francisco, and the school district.

Library services would be carried to the community innovatively and aggressively–and in cooperation with and of assistance to other city agencies rendering service to the resident community at large.

This library program should be headquartered at the main library and should be aware of and utilize the total resources of the library system. The particular devices that it would use include deposit collections, bookmobile, store-front libraries, and special events and programs.

We propose that the clusters be consolidated into three areas of approximately 15 square miles each. We have designated Area I as the northeast area, Area II as the western area, and Area III as the southeastern area. Average library hours, volumes available, and circulation data for the community branches located in these three areas are summarized in Table 69.

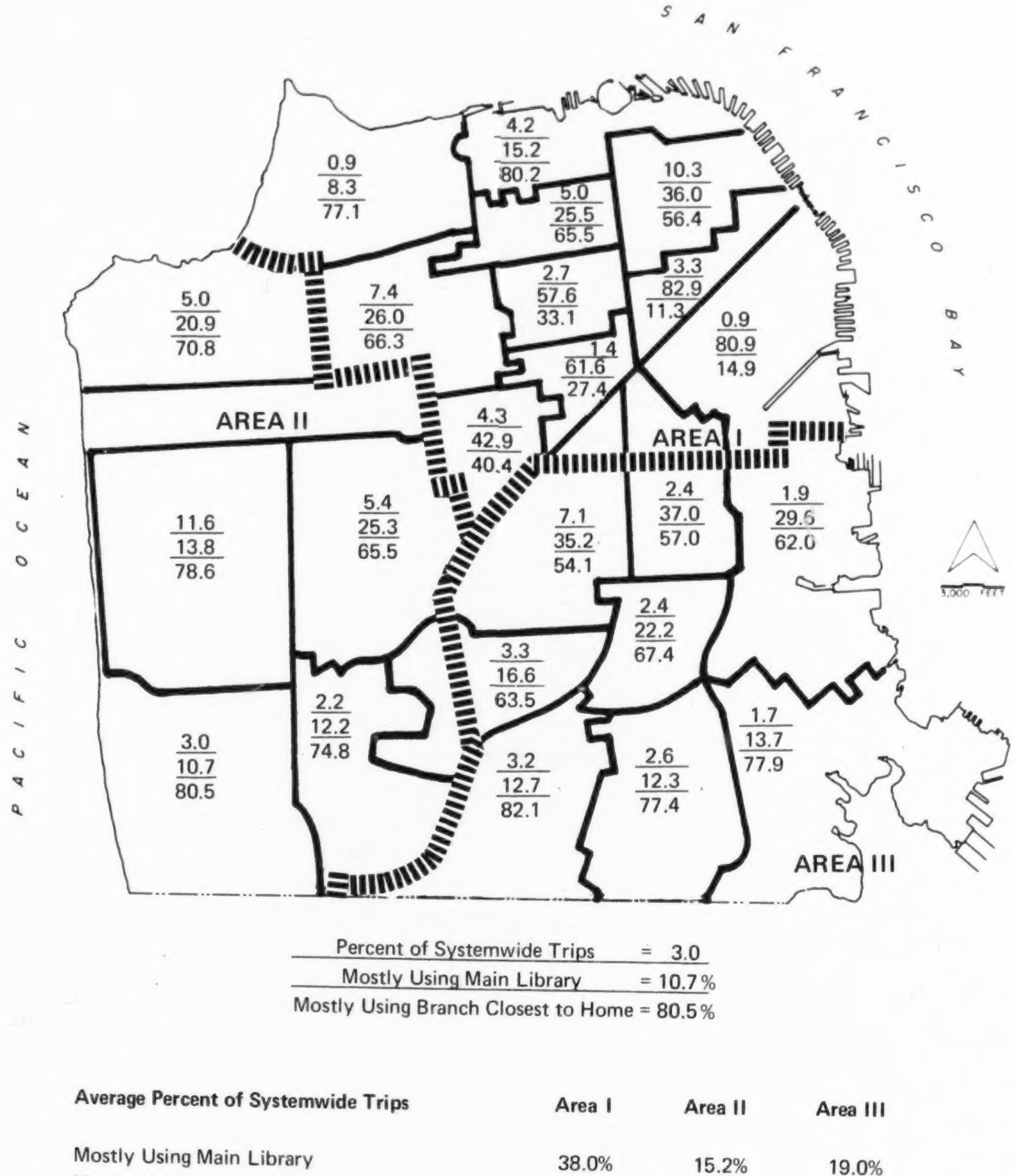
The northeast area has the highest average number of branch hours, the second largest number of volumes (192,911), and the second largest volume/circulation ratio. During the decade of the sixties the branches in this area had the greatest decrease in circulation (–33%). The area has eight branches: five are pre-World War II; two were built in the 1950s; and one was built in the 1960s. Approximately 43% of the systemwide trips to the library are from this area.

The western area has the second highest average number of branch hours, the lowest number of volumes (169,992), and the highest volume/circulation ratio. During the 1960s the branches in this area had the second largest decrease in circulation (–27.2%). The area has eight branches, including three built prior to World War II and three in the 1950s, and two store-front locations. Approximately 30% of the systemwide trips to the library are from this area.

The southeastern area has the lowest average number of branch hours, the largest number of volumes (201,177), and the lowest volume/circulation ratio. During the 1960s circulation increased by 8.7%, primarily as a result of the expansion of extension services. The area has 10 branches, three of which were built prior to World War II, one in the 1950s, and three in the 1960s; three are store-front locations. Approximately 21% of the systemwide trips to the library are from this area.

Implementation of this conceptual plan for extension services within the Public Library System can be accomplished as an integral part of a branch replacement program. Such a program will be required during the next three decades, given the 16 pre-World War II and store-front branches. All branches built since 1945 should be retained. Requests for new branches should be considered in relationship to replacement requirements of existing branches in an effort to eliminate overlap and duplication of the programs developed in Service Level IV. They should also take into account opportunities for developing joint library-community center facilities.

We believe that without the development of a plan for extension services as part of a systemwide service program, there will be a tendency to continue to add additional branches, which will place additional demands on the operating budget. When decisions are made to add new branches, additional operating budget should be committed at the same time. Without this commitment service throughout the system will inevitably be reduced, either in hours, because of the lack of adequate staff, or in materials.



SAN FRANCISCO BAY
PACIFIC OCEAN
AREA I
AREA II
AREA III
3,000 FEET
0.9
8.3
77.1
4.2
15.2
80.2
5.0
25.5
65.5
10.3
36.0
56.4
5.0
20.9
70.8
7.4
26.0
66.3
2.7
57.6
33.1
3.3
82.9
11.3
0.9
80.9
14.9
1.4
61.6
27.4
4.3
42.9
40.4
11.6
13.8
78.6
5.4
25.3
65.5
7.1
35.2
54.1
2.4
37.0
57.0
1.9
29.6
62.0
2.4
22.2
67.4
3.3
16.6
63.5
2.2
12.2
74.8
3.0
10.7
80.5
3.2
12.7
82.1
2.6
12.3
77.4
1.7
13.7
77.9

Percent of Systemwide Trips = 3.0
Mostly Using Main Library = 10.7%
Mostly Using Branch Closest to Home = 80.5%

Average Percent of Systemwide Trips	**Area I**	**Area II**	**Area III**
Mostly Using Main Library	38.0%	15.2%	19.0%
Mostly Using Branch Closest to Home	11.9	67.0	60.0
Mostly Using Other Branch	7.5	8.9	7.8

FIGURE 17 PERCENTAGE OF SYSTEMWIDE TRIPS BY NEIGHBORHOOD AREA

TABLE 68

SYSTEMWIDE TRIPS BY NEIGHBORHOOD AREA

Northeast Area—I		Western Area—II		Southeast Area—III	
% of System-wide Trips	Neighborhood Area	% of System-wide Trips	Neighborhood Area	% of System-wide Trips	Neighborhood Area
0.9%	Presidio	3.0%	Lake Merced	1.6%	Inner Mission (2/3)
0.9	South of Market	5.0	Outer Richmond	5.7	Mission Dolores (4/5)
3.3	Downtown	11.6	Sunset	3.2	Outer Mission
1.4	Haight–Fillmore	5.4	Twin Peaks–Sunset	2.6	McLaren Park
4.3	Buena Vista	2.2	Ocean View	2.4	Bernal Heights
7.4	Richmond	1.7	Mt. Davidson (1/2)	1.7	Hunters Point
5.0	Pacific Heights			1.9	Potrero Hill
4.2	Marina			1.7	Mt. Davidson (1/2)
2.7	Western Addition				
10.3	Old San Francisco				
0.8	Inner Mission (1/3)				
1.4	Mission Dolores (1/5)				
42.6%		28.9%		20.8%	

Outside San.Francisco 7.8%

TABLE 69

BRANCH DATA BY AREA

Northeast Area—I
(excluding main library and business branch)

Existing Branches	Hours Open Per Week	Volumes Available 1970	Circulation (in thousands) 1959-1960	Circulation (in thousands) 1969-1970	Change in Circulation
Chinatown	45	22,694	192	109	
Golden Gate	45	23,389	164	87	
North Beach	52	21,750	177	120	
Marina	52	26,231	182	118	
Presidio	45	24,053	102	87	
Western Addition	52	24,762	–	65	
Richmond	52	28,969	210	161	
Park	33	21,063	149	41	
Total	376	192,911	1,176	788*	–33%
Average	47	–	–	–	

* Volume-circulation ratio = 24.4.

Western Area—II

Existing Branches	Hours Open Per Week	Volumes Available 1970	Circulation (in thousands) 1959-1960	Circulation (in thousands) 1969-1970	Change in Circulation
Anza	45	22,493	134	122	
Ortega	45	23,341	210	111	
Sunset	52	24,530	122	160	
Parkside	52	20,795	171	102	
West Portal	52	26,596	170	147	
Merced	52	29,048	220	128	
Ingleside	28	14,032	55	28	
Oceanview	28	9,157	40	19	
Total	354	169,992	1,122	817*	–27.2%
Average	44.2	–	–	–	

* Volume-circulation ratio = 20.8.

TABLE 69 (Continued)

Southeast Area—III

Existing Branches	Hours Open Per Week	Volumes Available 1970	Circulation (in thousands) 1959-1960	Circulation (in thousands) 1969-1970	Change in Circulation
Eureka Valley	45	24,080	–	106	
Noe Valley	28	18,203	75	52	
Mission	52	33,255	131	138	
Potrero	33	15,834	41	34	
Glen Park	17.5	10,967	26	20	
Bernal	28	15,779	64	35	
Excelsior	52	32,703	90	135	
Portola	28	14,943	43	32	
Waden	45	21,488	57	36	
Visitacion Valley	28	13,925	46	35	
Total	356.5	201,177	573	623*	+8.7%
Average	35.7	–	–	–	

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* Volume-circulation ratio = 32.2.

C. THE REGIONAL ROLE OF THE MAIN LIBRARY

The future role of San Francisco's main library will be significantly influenced by the degree to which the Public Library System actively participates in the development of statewide public library programs. Participation in the emerging state plan for total library service will have the largest single impact on the size of the main library building. Also important will be the future patronage of nonresident employed persons from the immediate metropolitan region, which will have an important relationship to the location of the main library building.

The development and linking together of library systems into networks, in order to provide the library user with the best possible access to the total library resources of the state and the nation, will continue to be a national trend during the rest of this century. The economies of scale realized through central processing and distribution of services and materials will be equally important in cooperative efforts between library systems. The trend toward intersystem cooperation and the development of larger units of library service involves service to patrons as well as to other library systems, Characteristically, services offered to patrons by tems include reciprocal borrowing privileges, interlibrary loan, reference, and a union catalog. Services offered to libraries within a system include augmentation of collections, professional advice and instruction, central processing, administration, and planning.

During the last six years, since the passing of the Library Services and Construction Act of 1964, systemwide services and state aid have increased significantly. The new Title III of the LSCA will continue to spur new developments and experimentation in systemwide cooperation. A significant trend in these new developments is the creation of regional libraries, under state initiative, for the purpose of tying systems together into larger networks to make available to the user the total library resources of the state.

1. The Plan for Total Library Services in California

During the early years of this century, as the public library evolved conceptually from a "repository of knowledge" toward a more significant instrument for the extension of educational opportunity, the State of California made a national contribution in the development of library systems. Through the leadership of James Gillis, State Librarian, California was one of the first states to develop a county library system—first through contract with large city libraries and then through independent libraries organized under a law passed in 1911.

However, by 1965 a statewide survey of public libraries in California had revealed that library service in the state was "no more than fair by any criteria, and certainly not in keeping with the high standard of living in the state."[*] The report recognized that, despite the individual efforts of California librarians to improve service through cooperative action, the existing provisions in the state were not adequate and not equal to the challenge presented by the dynamic growth taking place. As an outgrowth of this report, a plan for total statewide library service is beginning to emerge in California.

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[*] *Public Library Service Equal to the Challenge of California,* Lowell A. Martin and Roberta Bowler, 1965.

This plan is a state supplementary system, as opposed to a state governed system, which will promote the establishment of networks for cooperation and communication between libraries and library systems. It will be organized on the basis of geography and subject matter, using a referral center in each library as the mechanism for coordination.

Various actions by the state librarian and the California Library Association since that time have resulted in the plan as it now exists. The *Master Plan for Total Library Services in California,* adopted by the Council of the California Library Association in 1969, and the *Geographic Plan for California Public Library Systems,* adopted by the state librarian in the same year, set forth the framework as it is currently conceived.

The importance of the plan is self-evident, but is limited by the extent of its current operations, as determined by the present level of state funding. Funding has been held at $1.25 million, with indications that for the coming fiscal year, this will be cut to $1 million, which is far short of the projected requirement. State law provides a potential for state funding not to exceed 10 cents per $1 spent locally on libraries. The local funding level is now $80 million. The plan has important implications for the future of the main library and the San Francisco Public Library System.

The plan recognizes that each type of library in the state—public, school, academic, special, and institutional—has its own constituencies to whom it traditionally gives first priority. However, when an individual has exhausted these normal resources, he should be entitled to draw upon the total resources of the state—and the nation. This will inevitably create certain imbalances of service and cost, requiring a formula for state support, equalization, or contractual guidelines for use of the cooperating systems.

The general plan organizes library resources on the basis of both geography and the nature of the subject materials. It sets up a framework for libraries to work together within library systems and larger "networks" for purposes of better serving the public and better organizing central processes in order to give the most comprehensive and efficient service possible at the most reasonable cost. Ultimately, the general plan provides for cooperative programs in acquisitions, centralized processing and cataloging as well as interlibrary loan, referral, and reference.

A geographic network based on existing public library systems in California and involving, to the extent possible, all other types of libraries within a particular geographical area, organizes service on a regional basis. The network is linked by a referral center, staffed by resource specialists, in each of the libraries. Individual user needs are relayed through various levels until the needs of the individual are met.

The plan recognizes different levels of library service, resources, and functions: the community library, the area library, the public reference-research library, and the California State Library.

The Community Library: Service Level I

This will provide general reading materials, guidance, and information. Each community library should be a member of a library system so that it can provide its readers with access to additional levels of service within that system.

Area Libraries: Service Level II

Some of the public will require access to more comprehensive resources than can be found in the community library. Area libraries will be located within systems. Ideally, they will be one library rather than a piecing together of the strength of several libraries. The area library will provide services and materials not only for its own library but also for community libraries.

Reference-Research Libraries: Service Level III

When resources beyond those located in area libraries are required, specialized staffs and in-depth resources will be provided by public reference-research libraries, usually the central facility of a very large public library system. These libraries will provide services to their own constituency. In addition they will support the unfilled needs of Service Level I and II libraries. The service at this level should provide access to all worthwhile materials published in the United States each year as well as a sizable proportion of foreign imprints. San Francisco has been designated as one of the reference-research libraries in the state.

The California State Library: Service Level IV

The state library provides resources and services supporting the activities of state government. It has, within the scope of the plan, the responsibility to expand its resources and services to parallel those of a university research library, as opposed to the public reference-research libraries at Level III.

The library service levels will be tied together through library systems organized on a geographic basis. These systems may be either single jurisdiction systems (consisting of one large city or county library) or multiple jurisdiction systems. Autonomous libraries such as school, academic, and institutional libraries, which are not directly involved in the master plan are encouraged to cooperate with the recommended network. Recently, college and university libraries have shown interest in participating in the reference-referral activities of the state plan.

Recognizing that the subject strengths of libraries vary according to type, functional specialization, and historical patterns of development, without respect to geographical location, the plan provides in principle for subject networks to be organized. Any library can become a member of both a geographical and subject network.

The key to implementing the plan depends on the availability of a referral center in each of the participating libraries. The referral centers become the linkages for communicating between systems to serve the library user, who can access the system at any level. If user-initiated requests for information cannot be satisfied at a particular level, service beyond the point of origin will be through the medium of cooperating staff.

Within the plan the role of the California State Library will be to develop resources at the state level, administer state and federal assistance programs, and be responsible for coordination.

The San Francisco Public Library System has been tentatively designated as the Level III regional reference-research library for a 22-county area with an estimated 1970 population of 6 million people and a geographic area of 39,300 square miles.

2. Areas Proposed to be Served by San Francisco's Main Library as a Part of the State-Supplementary Plan for Total Library Service

Area 1

Del Norte, Humboldt, Lake, Marin, Mendocino, Napa, Solano, and Sonoma counties. Estimated 1970 population: 831,400. Area: 13,101.6 square miles. Proposed area libraries: Eureka, Santa Rosa, Ukiah, and Vallejo.

Area 4

Alameda and Contra Costa counties. Estimated 1970 population: 1,620,500. Area: 1,466 square miles. Proposed area libraries: Hayward, Oakland, and Richmond.

Area 5

Monterey, San Benito, San Francisco, San Mateo, Santa Clara, and Santa Cruz counties. Estimated 1970 population: 2,707,200. Area: 6,952.7 square miles. Proposed area libraries: Palo Alto, Redwood City, Salinas, San Jose, and San Mateo.

Area 7

Fresno, Kings, Madera, Mariposa, Merced, and Tulare counties. Estimated 1970 population: 810,500. Area: 17,786.9 square miles. Proposed area libraries: Fresno, Merced, and Visalia.

3. The Bay Area Reference Center

In early 1967 the San Francisco Public Library and the North Bay Cooperative Library System (NBCLS) sought federal assistance. The San Francisco Public Library System (SFPLS) was interested in a demonstration project aimed at testing the feasibility of the regional reference center concept. The NBCLS sought to improve its reference services. The California State

Library, which administers Library Services and Construction Act (LSCA) funds, suggested that the two proposals be combined for purposes of evaluating the reference referral aspects of the emerging plan.

In August 1967 an LSCA grant of $750,735 was made to the SFPLS and the NBCLS to carry out the Bay Area Reference Center Project (BARC). The project initially served 17 libraries in six counties in the North Bay area and is now in the process of extending its informational services to three additional systems: the Berkeley-Oakland Service System, the Peninsula Library System, and the Santa Clara Valley Library System, with the San Francisco main library serving, in effect, as a Level III public reference-research library.

The NBCLS has 15 community libraries and three area reference centers–the Santa Rosa-Sonoma County Public Library, the Vallejo Public Library, and the Ukiah-Mendocino County Public Library. As conceived in the state plan, when a library patron's question cannot be answered at the community library level, it is forwarded to the area level and then to BARC at the San Francisco main library. When BARC receives a question, if a proper answer cannot be found by utilizing the collection of the SFPLS, the librarian will continue the search, using the state library, university libraries, government agencies, the Library of Congress, or whatever resources are required to finally answer it.

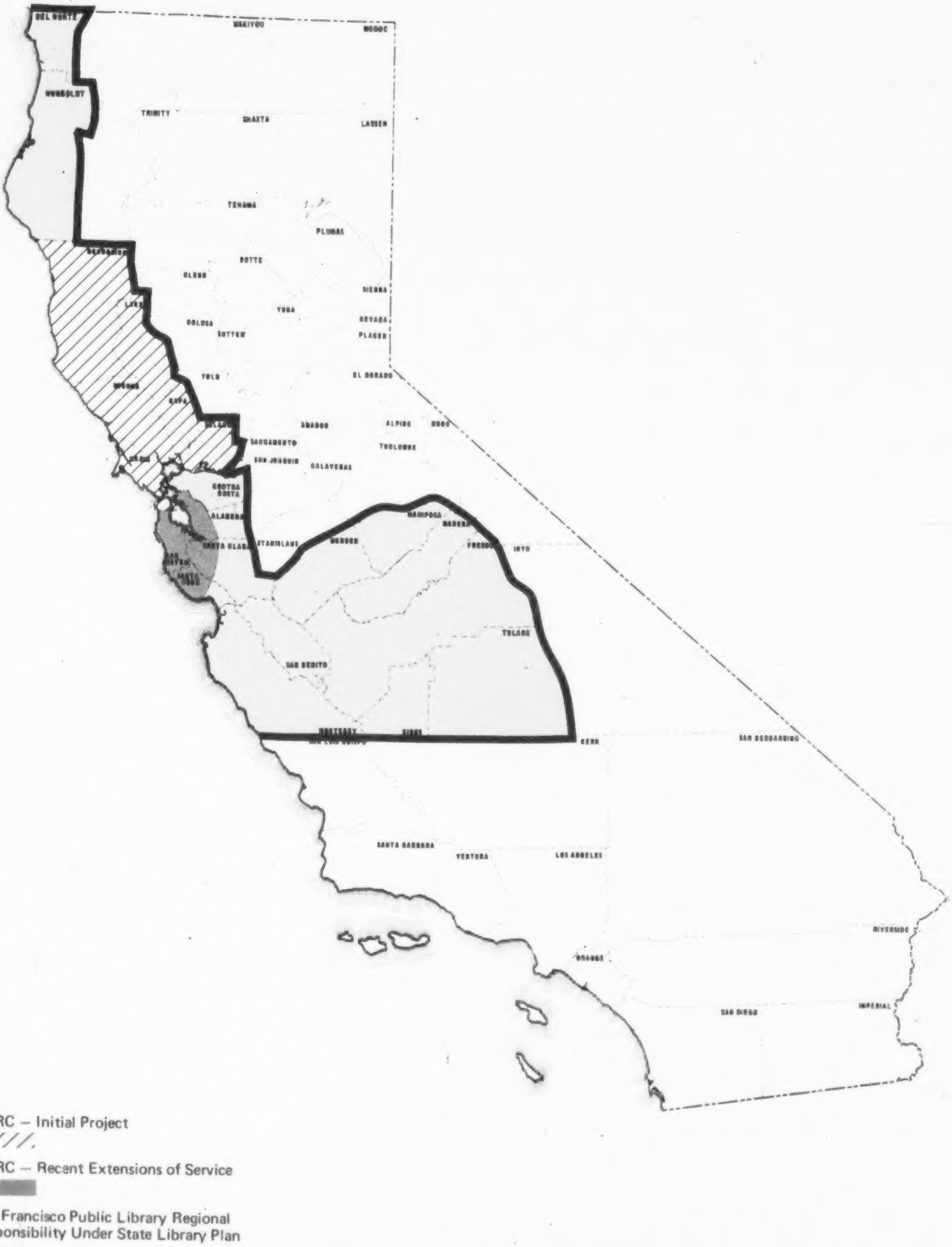
The project begins to carry out the concept of regionalizing library services, but does not undertake all of the activities implied by comprehensive supplementary state services. It is concerned only with reference-referral services and does not have a functional responsibility for central processing for acquisitions and cataloging. These functions are now offered to other library systems by the state library.

The effectiveness of the BARC program depends upon three important conponents for its continuing future success:

- The continuing growth of central collection resources of the San Francisco main library, including book titles, government publications, periodicals, serials, and bibliographic tools,

- A trained staff of reference librarians experienced in coping with a variety of informational resources, including such non-book resources as outside organizations, experts, and other sources of data and information, and,

- Rapid contact with other libraries, library systems, and bibliographic and information centers throughout the United States by means of telephone and modern electronic communications equipment such as TWX and facsimile transmission.


DEL NORTE
SISKIYOU
MODOC
HUMBOLDT
TRINITY
SHASTA
LASSEN
TEHAMA
PLUMAS
MENDOCINO
BUTTE
GLENN
SIERRA
LAKE
YUBA
COLUSA
NEVADA
SUTTER
PLACER
YOLO
EL DORADO
SONOMA
NAPA
AMADOR
ALPINE
MONO
SOLANO
SACRAMENTO
TUOLUMNE
MARIN
SAN JOAQUIN
CALAVERAS
CONTRA COSTA
MARIPOSA
ALAMEDA
MADERA
SANTA CLARA
STANISLAUS
MERCED
FRESNO
INYO
SAN MATEO
SANTA CRUZ
TULARE
SAN BENITO
MONTEREY
KINGS
SAN LUIS OBISPO
KERN
SAN BERNARDINO
SANTA BARBARA
VENTURA
LOS ANGELES
RIVERSIDE
ORANGE
SAN DIEGO
IMPERIAL

BARC – Initial Project

////

BARC – Recent Extensions of Service

■

San Francisco Public Library Regional
Responsibility Under State Library Plan

□

FIGURE 18 SAN FRANCISCO LIBRARY REFERRAL SERVICE AREA UNDER THE STATE PLAN FOR TOTAL LIBRARY SERVICES

The eventual establishment of BARC as an integral part of normal library service in the state will depend on federal, state, and local support. Thus far it has been primarily supported by federal funds administered through the state library and local contributions of library space and existing resources. The federal funds have benefited the SFPLS through an investment of more than $150,000 for the purchase of important specialized reference works for the main library. Other contributions are BARC staff, as well as TWX and telefacsimile equipment—all of direct benefit to the San Francisco library user.

San Francisco's regional responsibility for 22 California counties is described in Figure 18. The initial seven-county BARC project is now being extended to include certain libraries and library systems in San Mateo, Santa Cruz, Alameda, and Santa Clara counties. It is likely that with continued funding, the BARC system could extend its services to most of its designated service area within the next five years.

The facts present a clear picture. The network plan is sound and probably economical. It is our best judgment that it will continue to obtain the support required to eventually make it fully operational, but that it will take more than five years to evolve. If our estimate is correct, by that time communication technology will be improved dramatically. As a result, telefacsimile will be increasingly economical with sufficient speed for volume use; remote terminals and time sharing will become more commonplace, with databanks being accessed remotely, probably by area libraries, but maintained by the Level III library. The volume of activity will increase substantially, and with it, staff, materials, and space needs at the main library.

Eventually BARC will probably have responsibility for developing bibliographic tools sufficient to respond to its service area. Cost-benefit considerations are of course involved, but it is clear to us that an effort to conduct searches horizontally as well as vertically will become necessary. It could mean that the San Francisco Public Library may act in some instances as a switching station to another system different from the one generating the request, following through to see that the request is satisfactorily answered. Bibliographic tools could bypass the oft stated plan of placing them on computers and searching an ever growing data file. This may well be the future for inventory banks. An intermediate step, considering improving communication devices, will be to tap existing strengths, special tools—identified through a planned and dispersed 'sphere of influence' purchasing program. All of these activities should relate to BARC and this means BARC will have responsibilities to develop resources, cope with referred questions, build some form of inventory tools and communicate quickly and efficiently.

D. EXISTING AND FUTURE OPERATIONS OF THE MAIN LIBRARY

The main library is the administrative and technical processing center for the system; it provides facilities for the Bay Area Reference Center; and it houses the major book collection. Its services to the public are extensive. It provides circulating and noncirculating books and materials, reference and bibliographic tools, telephone reference services, reading and study facilities, programs, and exhibits.

1. General Reference and Catalog Information

General Reference functions as the information center for the SFPL system and has important coordinating relationships with the Bay Area Reference Center. It maintains the complete card catalog for the system and the principal collection of bibliographic and general reference tools.

It is the major source for telephone reference services. In this capacity it uses the card catalog and bibliographic tools to provide information for the user. It also acts as the referral center for subject departments within the main library. A survey of telephone inquiries made by library users during a one week period shows that it handled more than half (2649) of the 4196 reference calls made during the week of the survey.

TABLE 70

SUMMARY OF TELEPHONE INQUIRIES DURING WEEK OF SURVEY
(by type of call)

	Number of Calls								
					Reference				
Department	Non Productive	Operator	Referral	Catalog Check	Under 3 Minutes	3-15 Minutes	Over 15 Minutes	Other	Total
General Reference	161	480	512	515	887	92	2	–	2,649
Art and Music	12	5	22	51	80	42	21	–	233
Children's Room	–	19	2	11	11	1	2	–	46
History	27	13	42	88	111	56	7	–	344
Literature	28	18	91	119	114	54	5	–	429
Periodical	2	–	8	6	34	9	–	–	59
Rare Books	4	4	37	4	10	4	–	–	63
Science	5	3	11	97	99	84	16	58	373
Total	239	542	725	891	1,346	342	53	58	4,196

Estimates based on the one week survey and typical experience of library staff clearly demonstrate the dimensions of this important library service. It is probable that from 200-400 manhours per week are consumed by telephone reference service alone. That would be equivalent to 5-10 full-time professional staff librarians responding to this one aspect of library service in San Francisco.

TABLE 71

ESTIMATED MANHOURS SPENT ON TELEPHONE INQUIRIES FOR WEEK OF SURVEY

	Average Minutes per Call	Hours During Peak Week*	Hours Week of Survey
General Reference	2.2	180	96.7
Art and Music	5.2	40	20.4
Children's Room	2.7	4	2.1
History	3.8	40	21.5
Literature	3.2	40	22.6
Periodicals	3.6	7	3.6
Rare Books	2.0	4	2.0
Science	4.8	75	29.8
Total	2.8	390	198.7

* As estimated by SFPL staff.

The department offers professional assistance to the patron in the use of the library, the card catalog, and bibliographic tools. It serves as a liaison between the technical staff which prepares entries for the card catalog and the public service staff serving the library users. By the year 2000 the department will need up to 12 professional librarians who are trained to answer reference questions involving broad areas of inquiry, technical research, and an extensive knowledge of the library's resources. In the event that future technology moves in the direction of an "on-line" computerized catalog within the next 30 years, the need for professional staff could easily increase in this department. Interrogating a computer is in itself a specialized function, requiring considerable assistance to the general public in using the library catalog.

General Reference should be centrally located and have direct, convenient access to all subject departments. The present location of General Reference on the second floor is inconvenient for elderly and handicapped persons and is not centrally located. Literature is the only subject department with direct access.

Office and work space are inadequate in size and flexibility. Stack and shelf space are inadequate for present needs and will be inundated in the years ahead as the library assumes its role as the principal depository of resource material for the Bay Area Reference Center. Unlike subject departments, which fill their stack space at a fairly constant and even rate, General Reference receives new additions to its collection in large sets (sometimes as many as 100 serial oversized volumes) which must be accommodated immediately and kept together.

The absence of facilities for a separate telephone reference service seriously hampers the functioning of the department. Librarians must attend to patrons in the library as well as respond to telephone inquiries at the same time.

Lighting and ventilation are problems in the present quarters. In the main reference room the extremely high intensity mercury vapor lights cast multiple shadows. Even though the ceiling is very high there is no provision for ventilation except by opening a fire escape door.

The design of the present building, with its relatively small amount of interior space inflexible and awkwardly distributed, does not permit General Reference to be truly central to the library. Apart from these difficulties, the space which this department occupies is being further curtailed by the addition of bound periodicals and the assumption of temporary responsibility for popular library materials.

2. Subject Departments

The main library has four main subject departments: Art and Music; Science, Technology, and Government Documents; History, Social Sciences, and Biography; and Literature, Philosophy, and Religion. In addition there is a Children's Department, Rare Books and Special Collections Department, General Periodicals Department, and Newspaper Room. A limited collection of audio materials (phonograph records) and current subject-oriented periodicals and professional journals are decentralized throughout the subject departments. Each of the departments is responsible for reference, reader advisory services, and selection of materials in their specific subject fields.

a. Art and Music

The Art and Music Department is responsible for all material classified in the Dewey 700s, 096, and 391, supporting bibliography in the 016s, and selective biographies of artists and musicians. This includes art, music, architecture, photography, sports, and games. The department also has current periodicals, an extensive collection of music scores, a limited phonograph record collection, and a few framed reproductions for loan.

The department is overcrowded and has insufficient space to accommodate sufficient open stack materials, adequate seating facilities, or areas for display. Because of space problems materials have to be arranged to provide easy access to materials on the basis of demand rather than classification. The music score collection is stored in a corridor which has been partitioned. Other public corridor space is also being utilized as stack space for department books. Staff offices are inadequate in size, dingy, and uncomfortable–facilities in which professional people cannot be expected to function productively. The department currently uses 9110 square feet of space including closed stack areas, and could require 29,800 square feet if Level III library guidelines are achieved.

b. Science, Technology, and Government Documents

The Science and Technology Department is responsible for scientific, technical, and popular works in natural and physical sciences, technology, popular nonfiction on health, diet, cooking, etc., and technical handbooks. It also has current and bound scientific and technical periodicals, phonograph records (sounds, Morse Code, etc.), paperbacks, and maps.

Science and Technology is now combined with Government Documents in one department. The two collections are difficult to administer together. Science and Technology is a classification by subject, while documents is a classification by publisher (government agencies) and covers a variety of subject fields. The business collection is divided between History, Social Sciences, and Biography, and Science and Technology which has the 650s, including management, secretarial handbooks, etc. BARC funds have been used to purchase titles and services on an experimental basis. The new index of Congressional publications will be paid for with BARC funds. If it proves to be a necessary and well utilized material, it will be purchased from the regular budget the following year.

There is no space available in the main library building to establish a separate documents department. The Science-Technology and documents department public areas occupy an old storage area. It has been redecorated and is more modern than the other departments. However, there is no heat, and ventilation is by a relatively noisy blower system. The department is on a level six steps above the first floor, which is inconvenient both for elderly persons and for the moving of materials. There is insufficient stack space for the existing collection, and circulating material has to be stored in what would normally be a closed stack area.

Staff office and work area is inadequate. The department head does not have a private office, only a section of the reading room set off by book cases. The staff occupies one cramped workroom containing 17 desks and chairs. There is an adjacent supply room only three feet high in part.

Storage space for U.S. Geological Survey Maps, which form an important resource of the department, is separated from the other storage areas in a dark alcove at the side street entrance.

The department currently uses 19,800 square feet of space including closed stack areas and could require 54,700 square feet if Level III library guidelines are achieved.

c. History, Social Sciences, and Biography

The department covers all history and sociology, political science, economics, education, travel, biography, and business services such as Moody, Value Line, etc. The collection covers principally the Dewey 300 and 900 areas. The largest single collection is biography, with 33,970 volumes. They also have special convenience collections including college catalogs, career pamphlets, texts for Civil Service examinations, and some 2500 annual corporation reports. The department has microfilm materials filling gaps in files of individual periodicals, a collection of maps, paperbacks, periodicals, pamphlets, and records.

The History Department has public stack space on the fourth and fifth stack levels and closed stack space on the sixth and seventh levels. Efforts are being made to reorganize the collection and provide more open stack space directly available to the public, but in the present building any solution will be makeshift. The division of departmental materials by level coupled with inadequate elevator arrangements creates the need for continual paging of material for patrons under difficult conditions. The department has blocked off a section of the corridor on the second floor, blocking an emergency exit, in order to create office and work space for the professional staff. The department currently uses 17,600 square feet of space including closed stack areas and could require 70,300 square feet if Level III library guidelines are achieved.

d. Literature, Philosophy, and Religion

This department covers current fiction, language, and literature; philosophy and psychology; religion and mythology; fairy tales; and certain general reference sources such as encyclopedias. It maintains a separate room for the collection of foreign books and periodicals. The foreign language collection includes fiction and other subjects classified in the department. As the only collection of current fiction is located in the Literature Department they have a dual responsibility for developing the recreational reading collection. The library subscribes to the McNaughton plan for new fiction, without which it would be difficult to meet current demand.

Growth of the open stack areas in the Literature Department has resulted in a loss of public seating. The balance of the stack areas assigned to the department are located at the opposite side of the library, which creates considerable inconvenience for the staff and patrons in using the department's collection, which is large and has a high turnover rate. Supervision is difficult because of the shape of the room, and the high ceilings cause major maintenance problems. The department currently uses 12,190 square feet of space including closed stack areas and could require 62,172 square feet if Level III library guidelines are achieved.

e. The Children's Department

The Children's Department is the resource and demonstration collection for the entire library system. Eighteen foreign languages are represented. There is a small Californiana collection, the beginnings of a paperback collection, a collection of the Newberry and Caldecott award winners, a human relations collection, and a professional collection. The children's room serves both adults and children. The children's collection is used by student teachers, children's book writers and artists, publishers, and sociologists.

The Children's Department has inadequate space for the expansion of the collection. It lacks a special facility for reading stories, giving film presentations or other programs, and space for creative projects. There is also inadequate space for providing adults with facilities for undertaking research or other related projects. There are no adequate facilities for children's audio-visual equipment; heat control is inadequate; and there are no restroom facilities for children in the library building. The department currently uses 3145 square feet of space and will require a minimum of 8300 square feet.

f. General Periodicals-Newspapers

The Periodicals Department is responsible for technical processing of periodicals, claiming missing issues, and placing branch orders for periodicals. The library currently subscribes to more than 5000 titles but should be receiving between 8000 and 9000 titles under Level III library guidelines. Titles which are received in duplicate copies circulate. Both bound and current periodicals are largely decentralized to the subject departments. The library is currently planning to place the general periodical collection under the responsibility of General Reference; future planning has been based on this assumption. The newspaper room maintains a collection of current newspapers, bound back issues, and microfilm and indexes for the New York Times, London Times, Christian Science Monitor, and the Wall Street Journal. Microreaders in the newspaper room are old, inadequate, and in frequent need of repair. Despite a large increase in the use of microfilm, the number of microfilm readers remains inadequate.

General Periodicals and Newspapers occupy different rooms although they are currently under one administrative unit. The newspaper room is located on the third floor and is difficult to find. There is inadequate storage and reader space. General Periodicals has insufficient office space for its processing activities, which are in conflict with the public services performed by the department. The room is windowless and lacks ventilation.

The newspaper room currently uses 3365 square feet of space including stack area. Future space requirements, assuming a continuing and increasing use of microfilming, are 4470 square feet.

g. Rare Books and Special Collections

The major collections of this department include Californiana, Genealogy, Rare Books, Graphic Arts, etc. Its holdings include books, manuscripts, correspondence, maps, slides, photographs, artifacts and other materials. Rare books include those on printing, calligraphy, and the history of books. The largest portion of staff time is spent serving patron interests in the Californiana and Genealogy collections. Lack of funds and staff time have precluded undertaking extensive bibliographic work and, in some cases, adequate cataloging of the material. Other collections include the Schmulowitz Collection of Wit and Humor, Junior League Building Research file, San Francisco Expositions, Lurie San Francisco Theatre Collection, California Authors, Eric Hoffer Papers, Robert Frost Collection, California in Fiction, Panama Canal Collection, Newspaper Information files, etc.

The lack of adequate storage space and funds for cataloging and servicing the special collections is a significant problem. It is important that the library set forth policies with respect to the role of rare books and special collections. Policies for acquiring and processing rare books and special collections should consider: (1) determination of the role of rare books and special collections within the SFPL system, (2) goals and criteria for accepting collections, (3) allocation of funds for cataloging and servicing, and (4) guidelines for distributing collections to subject departments or special locations or within the Rare Books Department. Special collections involving ethnic groups could in special cases be housed in branch libraries in appropriate neighborhoods. Recent trends in microfilming special collections from other libraries will permit the SFPL to acquire supplementary materials with marginal effects on the demand for space. Unique materials and collections involving local and regional interests will more than likely remain in their original form.

The rare book room lacks temperature and humidity control for incunabula and other unique materials. This department currently utilizes 5700 square feet of space, not including basement storage space used for the newspaper information files. At present growth rates the department will need 8500 square feet of space. However, gifts of major collections to the SFPL could considerably increase their need for space. The allowance of space for volumes under the guidelines for a Level III library has been allocated primarily to the subject departments. Some of this space can be reallocated to Rare Books and Special Collections if it is determined by policy that they will all be retained by this department. The alternate use recommended for the existing main library building–conversion to office space–does not preclude using this structure if, over the next 15 years, significant special collections are added.

3. Miscellaneous Functions

a. The Bay Area Reference Center

The Bay Area Reference Center, as previously discussed, was established as a cooperative venture between the North Bay Cooperative Library System and the San Francisco Public Library. It is a reference referral service to SFPL and other library systems and, as an experimental project, is a first step toward implementing the state plan for total library service and establishing the main library as a Level III reference-research library.

The space assigned to BARC is split between the second floor adjacent to the General Reference department and the office and work area on the third floor. It is important that staff members be near each other for improved efficiency and communication—telephone communication is not completely satisfactory. It is also critical that the BARC office be located close to the dictionary catalog, which is used constantly in their reference work. Both the office and communications center staff should have direct access to photocopy equipment. The existing building does not permit this much needed integration of communication and work space. BARC currently uses 1400 square feet of space and will need a minimum of 5300 square feet by the year 2000.

b. Circulation and Registration

Circulation and Registration are operated entirely by clerical staff. The physical quarters are inadequate to handle peak volumes at present levels of circulation. Books are returned to the main circulation desk and sent by conveyor belt to the sorting room in the basement. The sorting room is a converted storage area without heat and with inadequate ventilation. There is no elevator access from the basement to the first floor. It is necessary to take the books to the second floor on the freight elevator, transfer to the public elevator, and then go down to the first floor; or, return them by conveyor belt to the first floor for distribution to the children's room and Art and Music Department.

The circulation desk does not have adequate space for "express lanes" for book returns, and facilities for receiving checked items such as briefcases, coats, etc., from patrons are almost nonexistent. The registration desk and office work areas are inadequate for both public and work areas. The circulation functions are now assigned 4400 square feet of space and should have 8000 square feet of space available for adequate functioning.

c. Technical Services

Technical Services is responsible for acquisitions, processing and distribution, and cataloging all books and materials for the system, except periodicals which are handled by General Periodicals. It is also responsible for book repair and reproduction.

Technical Services is now housed in a temporary building located adjacent to the existing main library at 45 Hyde Street. The building is also occupied by the department of architecture. The order department and accounting are located on the third floor and the other functioning areas on the first floor. There is no elevator or book lift installed in the building. Pickup and delivery and storage space are inadequate. During heavy rains the first floor is regularly flooded, with the attendant danger of damaging the library materials. Noise and ventilation are problems. The overcrowded conditions and lack of equipment and staff contribute significantly to the backlog of unprocessed library materials.

Technical Services should have open, flexible space available on a single floor for setting up a logical operation of routines and activities. It should have easy access for pickup and delivery, with hydraulic equipment for lifting paper and other supplies. Currently 11,700 square feet of space are allocated to these functions, whereas 19,000-20,000 square feet are needed.

d. Administrative and Other Areas

The administrative functions of the library system are currently housed in 7185 square feet of assignable space in the main library. Most of the administrative offices are located on the third floor; however, the Coordinators of Branch Services, Children's Services, and Adult Services, and the Public Information Office, are located in other areas of the building. The coordinators lack adequate space for their book selection activities.

Administrative and support space requirements will double by the year 2000, and most of these functions are ideally located in a single area adjacent to each other. The existing building is not adequate to provide for these requirements.

Public facilities such as an auditorium, lockers, a typewriter room, conference rooms, and decent rest rooms are not adequately provided for in the existing building.

4. Recommendations for New Departments

Previous planning based on staff experience, national developments in public library services, and further documentation in this study have established the need for an extension of the main library subject departments, in order to give more effective public service and provide better internal organization of library materials. We recommend that three new subject departments be organized when space becomes available in a new main library building: Documents and Municipal Reference, an Audio-Visual Department, and a Popular Library. The existing building cannot provide either the flexibility or the space required to fully implement these recommendations and give the public adequate service in these areas; nor can it provide the staff with reasonable working conditions in the newly formed departments.

a. Documents and Municipal Reference

At present the library is an official depository for federal and state government documents. It also maintains a limited collection of city, county, and regional documents, as well as United Nations and some international materials. Documents are now assigned to the Science and Technology Department; however, full development of this unit of service will require more staff and a separate identity. Interviews with city agencies during the study showed that all persons interviewed had a strong interest in the establishment of a municipal reference library staffed with appropriately trained personnel. Several librarians indicated dissatisfaction with current public record and report availability. They expressed the opinion that a municipal reference library could be successful only if it had well trained staff, knowledgeable about government documents, local public agency reports and ongoing operations, and projects and studies taking place in the city. Little interest was expressed in decentralization of these functions, and there was unanimous agreement that the service should be the exclusive responsibility of the San Francisco Public Library.

Documents do not constitute a subject department, for matters touching most areas of knowledge are treated in government publications. Classification is by publisher and format, rather than by subject. Guidelines for Level III libraries formulated by the California Library Association, but as yet unadopted, state that it should be a complete depository for federal and state documents and receive a substantial quantity of United Nations and other international public documents.

Government agencies on all levels are progressively becoming more involved in the publishing field, and their output comprises an important data resource which will continue to expand. In calculating the space requirements for this new department, we have assumed increasing use of microfilm and microfiche technology in order to reduce the requirements for space. Our estimates of future space needs for the department vary from 24,470 square feet in 1985 to 33,500 square feet in the year 2000.

b. Audio-Visual Department

Except for a limited collection of phonograph records, the library is unable to meet increasing demands for audio-visual services. The existing collection of records is decentralized to the subject departments, presenting problems of care and maintenance of the materials. Except for minimal facilities in the Art and Music Department there are no listening or viewing facilities available to the public for use on the premises. A full spectrum of audio-visual materials would include records, tapes, 16- and 8-mm films, videotape cartridges, filmstrips, and single concept films, with adequate control, storage, and equipment for both circulation and on-site use of materials.

Significant developments in videotape cartridges for use in home-owned TV sets, which are on the immediate horizon, could result in important new demands for public library audio-visual materials. Audio-visual documentation of current events and cultural activities will be an increasingly important new form of developing special collections in local and regional history.

The existing main library building is inadequate to accommodate this important new expansion of public library services. We recommend that a separate department of audio-visual services be established in order to provide needed control, repair, and maintenance of materials and equipment, especially for films, audio tapes, and video cartridges. Decentralization of materials to subject departments on a selective basis, with maintenance responsibilities assigned to the Audio-Visual Department, is in our view the most reasonable course of action. We estimate that this department will need approximately 6800 square feet of space.

c. The Popular Library

Our survey of main library use has clearly demonstrated the multi-use characteristics of the library patron. Use of current fiction, use of the library for recreational reading, and browsing were significant patterns of use. The main library also serves a branch function for the immediately surrounding area. The Popular Library will draw together in one service department the most heavily circulated current holdings in popular fiction, nonfiction, and periodicals. Its materials will cut across all other subject departments. It should also contain current popular works in the literature of ethnic and minority groups as well as special materials of immediate topical interest, such as problems of narcotics, politics, campus revolt, etc. Because of the current nature of the materials, multiple copies should be available for high use and turnover of materials.

Adequate space for a proper Popular Library collection is not available in the existing building. The books that would stock this collection are now in the various subject departments situated in different locations within the library. Within each subject department the staff is attempting to cope with two widely different public demands: the use of popular materials and the demand for reference and in-depth assistance to students, businessmen, and professionals. The popular library will need approximately 5500 square feet of space to house a collection of 30,000 volumes and public seating for 60 stations.

E. PLANNING ASSUMPTIONS

Estimates of the future need for space were made using guidelines for a Level III reference-research library under the state plan for total library services. These guidelines represent the single greatest impact on the future need for space at the main library. The program of space requirements was developed after considering future visits to the main library, the size of the collection at two levels of funding, estimates of staff requirements, and the need for public seating.

1. Estimates of Future Circulation and Visits to the Main Library

Circulation is one of the traditional measures of the utilization of library resources. Circulation statistics for the past decade show that branch library circulation decreased from an annual 2.9 million volumes to 2.3 million volumes, a drop of 23.5%. During the same period circulation at the main library increased from 571,000 volumes per year to 864,000 volumes per year, an increase of 51.3%. Although data on circulation by type of user is not available for the decade, the decrease in branch circulation corresponds with a decrease in city population during the decade. Increases in main library circulation occurred during a period of major upgrading of materials and services, as well as continuing increases in the nonresident employed population.

A "least squares" projection of main library circulation based on data for a ten-year and a five-year period establishes a reasonable minimum and maximum estimate for future main library circulation. Based on current trends, circulation at the main library would be between 1.2 million and 1.6 million volumes per year in 1985, and between 1.3 million and 2.3 million volumes in the year 2000. (See Figure 19.)

We estimated trips by various user categories, using circulation-visit ratios and a distribution of visits by type of user.* Assuming no major structural changes in use patterns, trips to the main library in the year 2000 will vary from 1.6-2.5 million visits.

Many factors will finally determine the number of actual future trips to the main library. Changing reading habits, competition with television and other popular media, and the ready availability of paperback books have been important postwar developments in communications which have changed the manner in which people use the library. Nationally, this has tended to direct the function of the library away from recreational uses and toward the use of the library for information and study. In San Francisco, however, our survey shows this to be still an important function of library service. The library patron is not single-minded in his use of the library. The use of special resources, unavailable even to the patron with a private collection of books, generates other forms of use—if the materials and facilities are conveniently available.

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* Data obtained from ADL systemwide survey, 1970.

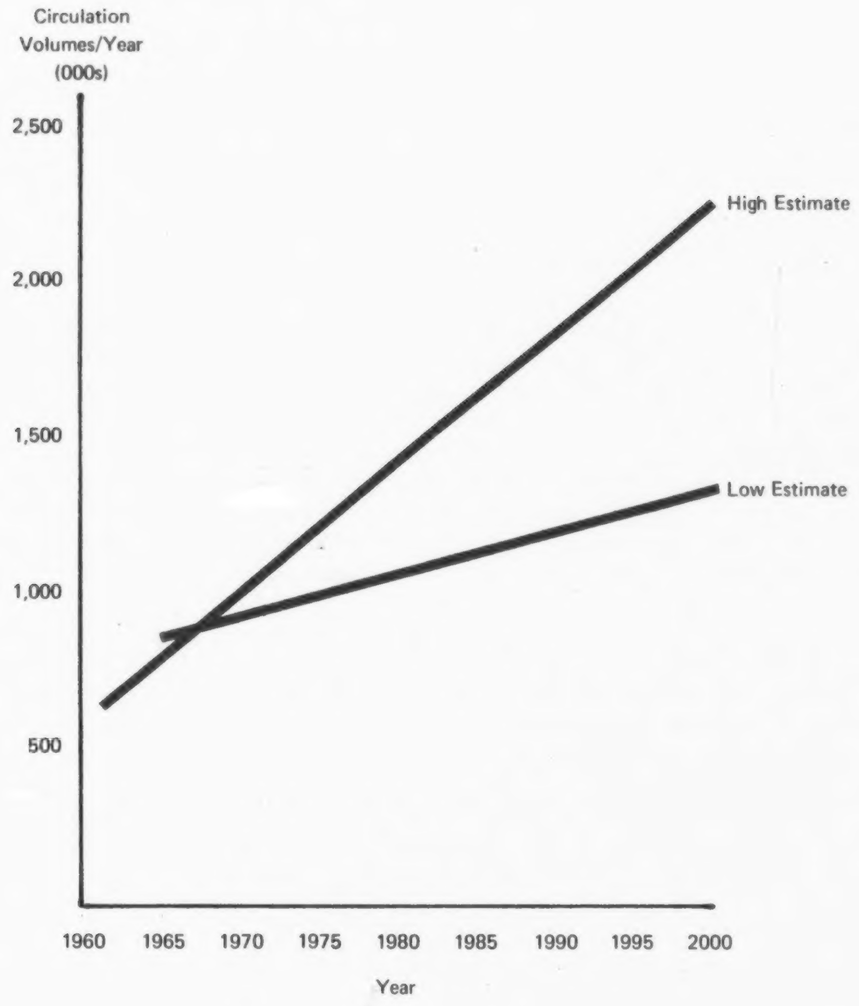

FIGURE 19 PROJECTION OF MAIN LIBRARY CIRCULATION

TABLE 72

ESTIMATE OF FUTURE TRIPS TO THE MAIN LIBRARY
(000s of trips per year)

Type of User		1970	1985		2000	
			Low Est.	High Est.	Low Est.	High Est.
Nonresidents						
Employed		98.6	121.6	160.7	144.1	223.2
Students		28.0	34.5	45.7	40.9	63.4
Others		19.0	23.5	31.0	27.8	43.1
	Subtotal	145.6	179.6	237.4	212.8	329.7
Residents						
College Students		151.2	186.5	246.5	221.1	342.4
School Students		209.4	258.4	341.5	306.3	474.3
Others		613.8	757.2	1,000.8	897.6	1,389.8
	Subtotal	974.4	1,202.1	1,588.8	1,425.0	2,206.5
	Total	1,120.0	1,381.7	1,826.2	1,637.8	2,536.2

The mass media have enormously increased the quantity of information disseminated and the number of people reached. They link single or limited sources of information with vast audiences. It is very important that a more diversified and strengthened public library provide readily available backup resources for developing informed public opinion by amplifying, correcting, and supplying detail through personal inquiry.

To accomplish this the library will have to extend itself in depth as well as breadth. As the major resource for the SFPL system, the main library will have to build a greater collection of books and other information resources, add additional staff, and provide facilities that are of sufficient size and flexibility for the changes that will be necessary if it is to respond to its responsibilities.

If these improvements at the main library are forthcoming we expect the number of future visits by resident and nonresident users to be within the range indicated above or, given certain developments, to exceed those figures. Given present trends in resident and daytime population projections, a conservative expectation would be our high estimate of nonresident visits and low estimate for resident visits to the main library by the year 2000. Considering user survey data, population trends, and the estimate of future trips based on circulation, and assuming increases in the collection and staff, and improved facilities on the Marshall Square site, the following trends in main library use are likely:

- Individuals throughout the city will continue to use the main library, and their use will increase. Distance will still remain a factor for frequency of use. The depth of materials at the main library will increasingly draw the specialist user and the casual user for special uses.

- School children will continue to use the branches more heavily than the main library. However, if the branch collections are strengthened, the convenience of accessibility within walking distance will result in a leveling off of their use of the main library. If school collections continue to be improved and cooperative arrangements are developed between the schools and the library, this trend will be reinforced. High school students will still use the main library for special projects.

- Growth in college enrollments will result in corresponding increases in main library visits by these students. Nonresident student use will more than likely increase on the completion of BART.

- Use by nonresidents employed in San Francisco could more than double if current projections become fact. This will be especially true for nonresident businessmen and professional persons.

- Business and professional use will continue and more than likely exceed the present number of visits, paralleling economic and employment growth in the downtown area.

- The development of cooperative programs with colleges and universities for the continuing education of adults could have one of the largest impacts on future use of the main library.

2. Estimated Growth of the Book Collection

The existing book collection is not large enough to meet the current needs of the system. Most of the write-in comments made by user respondents were on the quality and quantity of the collection at both the main library and the branches. The collection is also far below the Level III library guidelines of 750,000 to 1 million titles. Over the past few years progress has been made, and during the 1960s the collection has substantially increased in quality and quantity. It is evident that these increases will have to be maintained over the long term, if the system is to develop adequate levels of service for future users. To achieve its important role as a public reference-research library will require additional dramatic increases in the quality and quantity of book and materials acquisitions.

a. Current Status of the Collection

As of fiscal 1969-70, the library reports over 1.314 million volumes in its systemwide collection. The main library houses 724,000 volumes and 590,000 volumes are allocated to the branches. These figures are estimates as there have been no volume counts made in the system in recent years. The shortage of staff and the status of the card catalog make it impossible to determine the exact number of volumes. Because of unrecorded and undetected losses it is conceivable, and probably likely, that the collection has fewer volumes than existing estimates would indicate.

As of fiscal 1969, there are 368,000 titles in the system. More than 99% of all titles are located at the main library. Remaining titles are located in special collections at certain neighborhood branches.

b. Recent Trends in the Acquisition of Materials

The book budget has increased by approximately 30% each year from 1964-65 to 1966-67. However, since that time the annual increases have gradually dropped off from 10.2% in 1966-67 to 1.2% in 1968-69 to finally 0% in 1969-70 and 1970-71.*

The total number of volumes added to the system during these years jumped from 85,000 in 1964-65 to a high of 145,000 in 1967-68. The increase in the number of volumes added to the collection typically lags the book budget by a year. The substantial increases that occurred in the book budget for fiscal 1965 and 1966 were not matched by corresponding increases in the volumes added to the collection until 1966-67 and 1967-68. This is because Technical Services has frequently been up to six months behind schedule in the ordering and processing of material. The one exception was in 1968-69.

Although the book budget increased during 1968-69 and 1969-70, the actual number of volumes added to the collection has decreased, reflecting the rising cost of books and materials. Since fiscal 1967-68, the library's buying power has been steadily decreasing even though the budget has remained relatively constant.

Between 1965 and 1968, the branch library collection underwent a major weeding out. An annual average withdrawal of more than 45,000 volumes, 9% of the branch collection at that time, were withdrawn during this period. The main library was discarding 11,000-15,000 volumes per year, 1-2.7% of the collection, during the same period.

No definitive estimate has been made of the number of unauthorized withdrawals from either the branch or main library collections. However, a study made by the registration department for the three fiscal years starting July 1, 1964, shows that more than 49,000 volumes were missing from the main and branch library collections due to delinquent accounts. Of these, more than 25,000 were at the main library and almost 22,000 were at the branches. For each of those three years, more than 1% of the book collection at the main library was lost because material circulated had not been returned. Estimates of losses due to theft cannot be adequately estimated or evaluated without a collection count. Many subject departments and branches have reported that certain portions of their collections have shown no substantial growth over the past four or five years, indicating that the loss rate has been almost equal to the addition of new material.

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* The book budget for fiscal 1970-71 was the same as the preceding two years, $725,000.

When comparing volumes delivered to the book budget by subject department it is obvious that there are fluctuations. Most departments tend to use their designated book budget as guidelines for purchasing. However, fluctuations in book prices, availability of unique materials, and legitimate budget reallocations strongly influence the pattern of collection building.

c. Estimates of Future Requirements

Two estimates were made for growth of the collection: first, growth of the collection at existing levels of funding, and second, the level of acquisitions required to meet Level III guidelines by the year 2000.

We have assumed that the collection at the branches, now at almost 590,000 volumes, will continue to grow to 800,000 volumes (Table 73). Existing available space in the branch system will limit the capacity to that level. Relatively few branches can hold as many as 50,000 volumes, and most of the branches have a capacity of less than 25,000 volumes. When the 800,000 volume level is reached, about 1984-85, the branch library collection will level off and continue to replace its collection at the rate of 6½% per year. At that time additional volumes previously allocated to the branches can be used to expand the main library collection. Under the present level of acquisitions, the difference between the 60,000 volumes allocated to building the branch collection, and the 52,000 volumes required to maintain a 6.5% replacement rate can be allocated to building the main library collection.

We have assumed an annual loss rate of 6½% for the branch collection. The rate is based on collection losses from all causes: withdrawals of outdated materials, failure to return material, and unauthorized withdrawals. Two loss rates, 4% and 5%, were assumed for the main library collection.

The size of the existing main library building and problems of technical processing present major limitations to accelerating acquisitions at this time to achieve Level III guidelines. We have assumed a gradual increase in books added to the main library between 1969-70 and 1974-75, a more rapid rate of increase between 1974-75 and 1979-80, assuming available new space and increased capacity of technical services, continuing until guidelines are met in the year 2000.

TABLE 73

ESTIMATED GROWTH OF SYSTEMWIDE BOOK COLLECTION UNDER EXISTING LEVEL OF FUNDING

(thousands of volumes)

		1969-70	1974-75	1979-80	1989-90	1999-2000
Status of Collection						
Titles at Main Library		368	438	508	668	847
Volumes						
Main Library	4% Loss	724	830	917	1,082	1,221
	5% Loss	724	795	851	962	1,057
Branches	6.5% Loss	590	685	753	800	800
Total	4% Loss Main	1,314	1,515	1,670	1,882	2,021
Total	5% Loss Main	1,314	1,480	1,604	1,762	1,857
Yearly Acquisitions						
Gross Titles		15.5	15.5	15.5	19.5	19.5
Gross Volumes:	Main	49	52	52	60	60
	Branches	54	60	60	52	52
Total Gross Volumes		103	112	112	112	112
Net Titles		14	14	14	18	18
Net Volumes:	Main 4% Loss	–	20	16	17	11
	Main 5% Loss	–	13	10	12	7
	Branches	–	16	12	0	0
	Total 4% Loss Main	–	36	28	17	11
	Total 5% Loss Main	–	29	22	12	7

Status of the collection for selected years and yearly acquisition requirements under existing levels of funding, and increases required to meet Level III guidelines, are shown in Tables 73 and 74, respectively. In the year 2000, under present levels of funding, the main library will be about 800,000 volumes and almost 150,000 titles short of the guidelines. In order to meet these requirements, volumes added to the systemwide library collection will have to be increased from 103,101 in 1969-70 (the average for the last five years was 112,000), to 127,000 per year by 1974-75, 155,000 by 1979-80, and 180,000 per year by the year 2000.

d. Other Materials

Two significant developments of recent years will have a long-range effect on book collections and library facilities. Since the 1930s microfilm has been used to preserve deteriorating material and reduce the size of bulky materials. This development has been followed by the microcard, microfiche, and other more exotic forms of miniaturization. Although the microform industry is fragmented, resulting in a lack of standardization, we have assumed that advances will continue to be made and that many of these problems will be solved. Periodicals, serials, documents, special collections, and other reference and research materials will be increasingly available in microform. Our detailed calculations of facility requirements for a new main library have assumed the use of this method of storage. Table 75 summarizes the assumptions used. A saving of 125,000 square feet of space for 1985, and 233,000 square feet for 2000 was achieved in the facilities program as a result.

From the mid-1950s, the distribution of paperback books has been widespread. Their principal significance has been to relieve libraries of large demands for fiction and recreational reading and outside reading materials needed by students. However, many libraries have made a significant use of paperbacks to extend their materials budgets and meet demands for current high turnover materials. The San Francisco Library currently acquires paperback books, and for purposes of facilities planning we have assumed a continuing and increased use of this popular form.

The current budget for audio-visual materials is minimal. Lack of budget and space in the existing main library limit collection building for these materials. However, by the time a new main library building is constructed, we would expect a substantial increase in the amount of money spent on these materials. Proposed Audio-Visual Guidelines, by the Public Library Association's Audio-Visual Committee, suggest that approximately 20% of the total materials budget should be spent on audio-visual collections and equipment.* Given the minimal existing collection, it is to be expected that close to 20% of the total materials budget should be spent initially on these materials. However, for replacement of worn-out material and the purchase of additional material through the 1980s and 1990s, it is possible that less than 20% of the total materials budget will be required for these materials. Table 76 presents our estimated annual audio-visual budget. We have estimated material for space planning on the basis of these bud-

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* "Proposed Audio-Visual Guidelines," Public Library Association Newsletter, March 1970.

TABLE 74

ESTIMATED GROWTH OF BOOK COLLECTION TO ACHIEVE LEVEL III GUIDELINES

(thousands of volumes)

	1969-70	1974-75	1979-80	1989-90	1999-2000
Status of Collection					
Titles at Main Library	368	440	543	770	1,000
Volumes					
Main Library 4% Loss	724	859	1,077	1,624	2,000
5% Loss	724	824	1,007	1,602	2,000
Branches	590	685	753	800	800
Total 4% Loss Main	1,314	1,544	1,830	2,424	2,800
Total 5% Loss Main	1,314	1,509	1,760	2,402	2,800
Yearly Acquisitions					
Gross Titles	15.5	16.0	23.5	23.5	23.5
Gross Volumes: Main (4% Loss)	49	67	95	112	112
Main (5% Loss)	49	67	95	128	128
Branches	54	60	60	52	52
Total Gross Volumes Main 4% Loss	103	127	155	164	164
Main 5% Loss	103	127	155	180	180
Net Titles	14.0	15.4	23.0	23.0	23.0
Net Volumes: Main 4% Loss	–	31	54	49	33
Main 5% Loss	–	24	47	50	30
Branches	–	16	12	0	0
Total 4% Loss Main	–	47	66	49	33
Total 5% Loss Main	–	40	59	50	30

get assumptions. The most significant addition, not mentioned in the guidelines, is videotape cartridges, an important new development that could have a major impact on media collections. It is also conceivable that other new media forms will be developed in the future to replace or supplement materials listed. Costs for many of these materials will probably decrease as mass markets are served.

TABLE 75

PERCENT OF LIBRARY COLLECTION ON MICROFILM AND IN PAPERBACK

	Percent of Volumes				Bound Periodicals, Serials, and Documents on Microfilm	
	Microfilm		Paperback			
Department	Range	Assumed	Range	Assumed	Range	Assumed
Art-Music	4-6%	(5%)	2-4%	(3%)	50-70%	(60%)
Audio-Visual	–			–		–
Children's	1-2	(1.5)	4-6	(5)	50-70	(60)
Documents	–			–	30-35	(32.5)
General Reference	–			–		–
History	10-15	(12.5)	4-6	(5)	50-70	(60)
Literature	10-15	(12.5)	4-6	(5)	50-70	(60)
Newspapers*	–			–	–	–
Popular Library	–		20-30	(25)	–	–
Rare Books	5-10	(7.5)		–	50-70	(60)
Science and Technology	10-15	(12.5)	4-6	(5)	50-70	(60)
Branches	–		20-30	(25)		–

* Except for current editions, almost all newspapers will be on microfilm.

The publication of all forms of Government Documents is one of the fastest growing sources of information retained by the library. Since the library will be a complete depository for Government Documents, the documents collection will be large. While it is not possible to predict how much of this material will be retained by the library, we conservatively estimate that the library will have at least two or four times as many documents in its collection by the year 2000 than it has now. It will be necessary and advantageous to have as much of this material on microfilm as possible.

The library currently retains approximately one-third of the periodical titles in bound form. One reason that such a small portion is retained is the lack of space within the existing building. We expect that in the future the library will move toward retention of all periodicals, although not necessarily in the bound form presently used. Rather, we see an increasingly large number of periodical titles being available in microform. As the library begins to purchase the additional periodical titles required to meet the state guidelines of 8000 titles, and retains a larger portion of the titles, up to 60% of the bound periodicals will be in microform.

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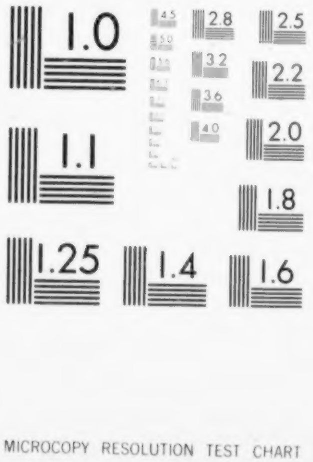

1.0
4.5
5.0
2.8
2.5
3.2
2.2
3.6
4.0
2.0
1.1
1.8
1.25
1.4
1.6

MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

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TABLE 76

ESTIMATED AUDIO-VISUAL MATERIALS REQUIRED FOR SAN FRANCISCO PUBLIC LIBRARY

	Size of Collection							
	1984-85		1999-2000		Life of Material	Acquisitions Per Year	Cost/ Unit (1970 dollars)	Dollars Per Year (1970 dollars)
	Main	Branches	Main	Branches				
Film Strips	500	–	1,500	–	–	50	$ 10	$ 500
16 mm Films	2,000	–	5,000	–	–	200	200	40,000
Videotape Cartridges	4,000	2,000	4,000	2,000	3 Years	2,000	30	60,000
Records	15,000	15,000	15,000	15,000	3 Years	10,000	5	50,000
Audio Tapes	4,000	2,000	4,000	2,000	3 Years	2,000	5	10,000
Equipment and Miscellaneous	–	–	–	–	–	–	–	35,000
Total	25,500	19,000	29,500	19,000		14,250		$195,500

3. Estimates of Future Public Seating Requirements

Our estimate of the future need for public seating was based on counts of use during a week, which were compared to head counts of users at the entrance, and on the experience of professional staff. Allowances were made for peak period use and a reasonable level of occupancy at any given time. One hundred percent utilization of seating is generally not possible for table-and-chair seating because of user behavior. The amount of space an individual uses at any given time is influenced by considerations of privacy and social interaction and type and configuration of seating. The use of carrels provides a more satisfactory space for the user and permits higher levels of utilization. We have programmed a reasonable distribution of carrels and the use of smaller table sizes. (See Table 77.)

There are no statistics accumulated by the San Francisco Public Library outside of the total circulation of material that give any indication of the variations in use of the library throughout a given year. However, it was found that although circulation varies considerably throughout the year, it alone is not a true or accurate indication of the changes in the overall use patterns of the facility. For example, while circulation at the main library during the week the utilization count was made was one of the highest for the entire year, without exception the staff in every department indicated that the use of that department for that particular week was only normal and considerably below the maximum experienced during the year.

There is a relationship between normal use and circulation that is relatively constant throughout the year. However, maximum use of the main library occurs when people come to the library to work on the premises and not necessarily to check out material. Increases of this type are closely associated with the peak use by school and college students. Almost without exception, the staff in every department stated that the peak utilization occurred during the three to four weeks before the end of the college semesters and the secondary school year. This increased traffic at the main library was accounted for by students who were using the library for research or developing materials for school projects.

4. Estimates of Future Staff Requirements

a. Number of Staff

The San Francisco Public Library System is understaffed with respect to its current operations and services to the public. Many staff feel that they are not able to give the library user the service that he is entitled to because of this system deficiency. An increase in staffing in all categories is necessary, but especially in the areas of clerical and support personnel, where a substantial amount of professional time is being misused. *Present staffing does not meet minimum standards recommended by the American Library Association and is lower than seven cities of comparable population.*

TABLE 77

ESTIMATED PUBLIC SEATING REQUIREMENTS FOR SAN FRANCISCO MAIN LIBRARY

	Existing 1970			Highest Utilization		Estimated Public Seating Needs[5]		
Department	At Tables	Individual	Total	Week of Count	Estimated Maximum During Year	1970	1985	2000
Art and Music	36	2[1]	38	34	60	80	170	190
Audio-Visual	–	–	–	–	–	–	80	80
Children's Room	49	8[2]	57	34	60	80	60	60
Documents[3]	43	–	43	27	60	80	190	210
General Reference	44	23	67	42	120	155	200	200
History	72	–	72	49	100	135	225	250
Literature	92	3[2]	95	64	125	170	210	230
Newspapers	16	–	16	28	35	45	60	60
Periodicals[4]	104	–	104	34	85	115	–	–
Popular Library	–	–	–	–	–	–	60	60
Rare Books	16	–	16	10	15	20	20	20
Science and Technology[3]	43	–	43	28	60	80	215	240
Total	515	36	551	350	720	960	1,490	1,600

1. Lounge furniture.
2. Standup stations.
3. Science and Technology were divided evenly in 1970.
4. Periodicals will be distributed to other subject departments in the future and will not exist as a separate department.
5. Assuming that a 75% utilization of stations is the maximum desired for a library under any conditions.

If the system is to become a public reference-research library within the context of the state plan, a substantial increase in staff will be required to handle the collection and serve the public, as well as other library systems.

In order to better serve the resident library user, existing services must be extended. A significant write-in comment of many survey respondents was the complaint that the main library and branches do not have enough hours open to the public. This is caused primarily by lack of staff. If service is to be extended by increasing library hours, a corresponding increase in professional and nonprofessional staff will be required.

It is difficult at best to estimate library staff requirements for the year 2000. The impact of technology will affect the future quantity and distribution of staffing patterns. However, the rate of technological implementation is limited by other significant social priorities. Staff requirements for implementing and developing new systems can even increase in the short term.

We have estimated future staff requirements for purposes of planning new main library facilities, assuming that present deficiencies will be corrected and adequate staffing will be provided during the next 30 years.

While the shortage of staff is felt in all the main library departments and throughout the branch system, the area most significantly affected is Technical Services. The library cannot become outstanding or reach the requirements of a Level III library, unless it has the ability to process the required materials. Technical Services staffing should be improved as soon as possible in order to clear up the existing backlogs and prepare for using new data processing techniques for acquisition, processing, and cataloging. Increases in other departments should occur as rapidly as possible to bring the library up to American Library Association minimum standards, and then to a level experienced at similar public library systems.

Table 78 shows our estimate of staff requirements for the year 2000. All areas of staff will have to be increased, with the largest increases occurring among semiprofessional and clerical-support staff.*

Table 79 compares existing and estimated future staff for San Francisco with the Boston Public Library and with unadopted California standards. The first comparison is with the unadopted California standard applied to San Francisco as a Level III library. This standard includes the basic minimum requirements as established by the American Library Association of one staff member for every 2000 population in the immediate service area of the library system, plus one additional employee for every 20,000 in the expanded service area of the reference library.

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* If the equivalent of 15 staff members doing nonprofessional work were accounted for, the professional staff in 1970 would be only about 39% of total staff instead of 42%.

TABLE 79

COMPARISON OF EXISTING AND ESTIMATED STAFF REQUIRED FOR SAN FRANCISCO AND STAFFING AT THE BOSTON PUBLIC LIBRARY

	San Francisco Library System[1]		Boston Public Library System
	1970	2000	1970
Main Library			
Professional Staff	92	172	87
Semi-Professional	22	59	49
Clerical and Support	71	153	125
Pages	38	101	NI[4]
Maintenance	31	30	76
Total	254	515	337
Branches			
Professional Staff	68	75	91
Semi-Professional	11	20	22
Clerical and Support	15	40	110
Pages	37	50	NI
Total	131	185	223[2]
Total System			
Professional Staff	160	247	178
Semi-Professional	33	79	71
Clerical and Support	86	193	235
Pages	74	151	67[3]
Maintenance	31	30	76
Total	385	700	627
Unadopted California Standards	600	720[5]	

1. Includes BARC in 1970.
2. General Library Service in Boston includes the branch libraries, the popular library in the main library building, and administrative personnel assigned to programs affecting the branches but whose office is in the main library.
3. Estimated, data was not available for the branches or main library.
4. This category is not included in the totals.
5. 1985.

TABLE 78

ESTIMATED STAFF REQUIREMENTS FOR THE SAN FRANCISCO PUBLIC LIBRARY SYSTEM

	Professional	Semi-Professional	Clerical/Staff	Pages	Total
Main Library Departments					
1970	47.0	5.0	9.0	28.0	89.0
2000	107.0	34.0	51.0	86.0	278.0
Branch Libraries					
1970	68.1	11.0	15.0	36.8	130.9
2000	75.0	20.0	40.0	50.0	185.0
Total System					
1970	161.6	33.0	114.0	75.9	384.5
2000	249.0	79.0	221.0	151.0	700.0

With a 1970 population of 704,000 and a projected population of 755,000 in 1985, the total staff required for the San Francisco system would be 600 in 1970 and 720 in 1985, not including maintenance personnel. Our estimate of staff for the year 2000 not including maintenance personnel is 670.

Our estimates of future staff for San Francisco exceed those of the Boston Public Library system in 1970. Because of basic organization and program differences between the Boston and San Francisco library systems, all of the comparisons cited here are not necessarily equivalent. However, there are enough similarities between the population size of Boston and San Francisco to make the comparison relevant. The Boston Public Library system has almost the same number of branches as San Francisco and has a main library directed to high level reference and research. However, it should be pointed out that in general, branches are open for more hours in Boston than San Francisco. However, total circulation at the branches and main library in San Francisco is greater than in Boston. The number of staff currently assigned to the Boston Main Library is lower than our estimate for San Francisco in the year 2000. These figures do not include pages, or administrative personnel working mostly at branches, but assigned to the main library, or the staff of the popular library. Our future estimates for San Francisco were made on the assumption that Level III guidelines would be achieved by the year 2000 and consequently are larger than current Boston staffing patterns.

The actual staffing patterns in the San Francisco system will evolve over time as adequate budget is made available for the development of its library programs. Our estimates are summarized in Table 80.

b. Characteristics of the San Francisco Library Staff

The characteristics of the professional staff with respect to age distribution, professional qualifications, and practical experience is excellent. The staff has a good balance between youth and maturity: 57% under 40 years of age, 39% between 41 and 60, and only 3% over 60. The small number of the staff over 60 provides adequate safeguards against losing large numbers of experienced personnel because of retirement. The balance in other age categories will permit vacancies to be filled by experienced personnel at most levels from existing staff. The present age distribution provides a balanced mixture of youthful vitality and maturity of experience required to develop a dynamic library system in San Francisco.

TABLE 81

AGE OF RESPONDENTS TO STAFF QUESTIONNAIRE

Age		Percent of Sample
Under 25 Years		11.5%
26-40 Years		46.1
41-60 Years		38.5
61 or Over		3.1
No Response		0.8
	Total	100.0%

The qualifications of the professional staff are impressive. More than 75% are library school graduates; an additional 19% are college graduates majoring in other subject areas. Only 5% of the professional staff has less than college level credentials.

The professional experience of the staff is also good. While the average professional is relatively young, only a small portion of the staff have little practical experience. Approximately 25% of the staff has more than four years' experience and the average for the total staff is 8.5 years. More than 60% of the professionals currently working in the library system have had experience at other libraries, 40% of these having one to five years' previous experience, and 40% more than five years' previous experience. More than 6% of the staff has had less than two years' experience and the largest group (23%) has had 12-15 years' experience.

TABLE 80

STAFF FOR THE SAN FRANCISCO PUBLIC LIBRARY SYSTEM, 1969-70, 1985-2000

Existing Staff 1969-70	Professional	Semi-Prof.	Clerical Support	Pages	Total
Main Library Departments	47.0	5.0	9.0	28.0	89.0
Maintenance	2.0		28.0	0.6	30.6
Reference Service (BARC)	10.0		4.0	1.0	15.0
Administration, Tech Services, Registration-Circulation	34.5	17.0	58.0	9.5	119.0
Total Main Library	93.5	22.0	99.0	39.1	253.6
Branches	68.1	11.0	15.0	36.8	130.9
Total System	161.6	33.0	114.0	75.9	384.5
Estimate for 1985					
Main Library Departments	96	31	45	78	250
Maintenance	2		28		30
Reference Service (BARC)	20	5	15	5	45
Administration, Tech Services, Registration-Circulation	45	20	87	10	162
Total Main Library	163	56	175	93	487
Branches	75	20	40	50	185
Total System	238	76	215	143	672
Estimate for 2000					
Main Library Departments	107	34	51	86	278
Maintenance	2		28		30
Reference Service (BARC)	20	5	15	5	45
Administration, Tech Services, Registration-Circulation	45	20	87	10	162
Total Main Library	174	59	181	101	515
Branches	75	20	40	50	185
Total System	249	79	221	151	700

TABLE 82

TOTAL LIBRARY EXPERIENCE OF RESPONDENTS TO STAFF QUESTIONNAIRE

Experience		Percent of Sample
0-2 Years		6.2%
Between 2-4 Years		19.3
Between 4-6 Years		15.3
Between 6-8 Years		14.6
Between 8-10 Years		12.3
Between 10-12 Years		3.8
Between 12-15 Years		23.1
Over 15 Years		5.4
	Total	100.0%
	Average	8.5 years

TABLE 83

EDUCATIONAL BACKGROUND OF RESPONDENTS TO STAFF QUESTIONNAIRE

Education		Percent of Sample
Library School Graduate		75.4%
College Graduate		19.2
High School Graduate		3.9
Other		1.5
	Total	100.0%

Work schedules are a source of some dissatisfaction. More than 36% of the staff does not consider work schedules to be arranged and distributed fairly, with 79% of respondents giving understaffing as the first and second reason, 49% citing civil service arrangements, and 28% citing other reasons. The following breakdown indicates the attitude of respondents toward distribution of benefits and work schedules:

Attitude	Percent of Sample Yes	 No	 No Response
Work Arranged Fairly	61.5%	36.2%	2.3%

There is justification to the comments on understaffing. The professional staff states that they spend an average of almost 10% of their time in clerical duties. For a current professional staff of approximately 152, not including BARC, this is equivalent to almost 15 full-time professionals doing subprofessional and clerical work which effectively reduces the professional staff from 152 to 137.

TABLE 84

REASONS FOR CONSIDERING WORK SCHEDULES AND DISTRIBUTION OF BENEFITS UNFAIR

Reason	First Reason	Second Reason	Third Reason	Does Not Affect	Fairly Arranged	Total
Understaffed Because of Low Budget	23.1%	5.4%	1.5%	8.5%	61.5%	100.0%
Inefficiencies Because of Civil Service	16.1	1.6	1.6	19.2	61.5	100.0%
Other Reasons	6.1	3.9	2.3	26.2	61.5	100.0%

Total staffing at the San Francisco Library does not compare favorably with other cities in either composition or quantity. The current library staff, excluding BARC, has a lower number per capita than most major cities of comparable size. If San Francisco had a similar ratio to the other cities, it would have 150 additional staff members, including 15-30 more professionals and 136-151 more nonprofessionals. (See Table 85.)

TABLE 85

COMPARISON OF LIBRARY STAFF IN SELECTED CITIES

City		Profs.	Non-Profs.	Pages	Total Staff	Estimated Population in City (000s)	Staff Per 1,000 Population
Baltimore		243	396	60	699	939	.744
Cleveland		286	496	86	868	876	.999
Cincinnati		127	318	61	506	864	.586
Minneapolis		145	287	60	492	851	.578
Washington		214	297	49	560	764	.733
Milwaukee		121	261	100	482	741	.650
Boston		220	342	67	629	698	.901
	Average	194	342	69	605	833	.704
	% Total Staff	32.1%	56.5%	11.4%	100.0%		
San Francisco		152	143	75	370	704	.526
San Francisco*		137	158	75	370	704	.526
Average Applied to San Francisco		167	294	59	520	704	.704

* The effective number of professionals after discounting 10% of time used in nonprofessional activities, primarily clerical work.

Source: Bowker Annual, 1970.

Because of differences in the scope and magnitude of the services offered by libraries throughout the United States, it is difficult to make absolute comparisons with respect to staffing requirements. As noted above, the American Library Association recommends that the minimum staff for an operating library system should be one full-time employee for every 2000 persons in the immediate service area. However, it should be pointed out that this is considered a *minimum* standard. Applying these minimum standards to the 1970 estimated population of San Francisco would indicate a staff requirement of 352. At present, the San Francisco system has 384.5 staff members, of which 15 are in the Bay Area Reference Center, 30.6 in maintenance, and 2 in special service, resulting in a 336.9 full-time equivalent staff with respect to the ALA standard definition. That is 15 less than the minimum standard.

TABLE 86

USE OF PROFESSIONAL STAFF TIME

Time Spent for		Percent of Sample
Administrative		16.3%
Program Planning		7.0
Materials Selection		11.6
Cataloging		6.9
Reference Service		25.3
Readers Assistance		13.2
Personnel Administration		4.3
Clerical		9.6
Other		5.8
	Total	100.0%

Almost 38% of the staff considered the morale and spirit in their department to be high; 45% considered it to be average and 15% considered it to be low. Of the respondents who work in the branches, which frequently provide them the opportunity for more individual control and closer relationship with the users, there is a much higher proportion who consider staff morale to be high than among those who work in the main library. Also worthy of note, a greater proportion of professionals working in the main library is considering leaving the system in the next three years than is true of those working in the branches. When this is related to the facts that more than 58% of the systemwide staff placed first priority on building new main library facilities and more than 60% complained of unsatisfactory work space, the implied effect of inadequate facilities on staff morale becomes apparent.

TABLE 87

EVALUATION OF STAFF MORALE IN RESPONDENT'S DEPARTMENT OR BRANCH BY WHERE THE RESPONDENT WORKS

Works at	Percent of Total Sample	Percent of Staff with Morale			Percent of Category with Low Morale
		High	Medium	Low	
Main Library	44.6%	35.4%	40.7%	85.0%	29.3%
Systemwide	6.2	4.2	10.2	–	–
Branches	49.2	60.4	49.1	15.0	4.9
Total	100.0%	100.0%	100.0%	100.0%	14.6%

5. Estimated Operating Budget for Development Alternatives

The determination of facility requirements and future space needs for the main library was based on the goal of reaching Level III guidelines by the year 2000. As a second alternative we assumed that the library would be at least funded at current levels, including upgrading the number of staff and adding other needed improvements. In the last analysis, the operating budget will determine the rate at which materials are accumulated, staff added, and services extended. These are the major determinants of the need for space.

The annual operating budget would have to be increased by approximately $3.5 million per year in order to build the collection of materials and provide the staff to meet Level III guidelines by the year 2000. The city cannot be expected to assume responsibility for this total increase in operating budget. It will be necessary to supplement the city's annual contribution with state and/or federal funds. Previous plans of the state librarian were for a state contribution of $1 million per year for the Level III libraries. These funds have not been available and probably will not become available in the immediate future, although federal funding of BARC has provided the beginnings of plan implementation. Ultimately, however, the implementation of the state plan, with support for the Level III libraries, will be necessary.

Assuming that federal and state support will eventually be forthcoming, our estimate of the additional city contribution required ($6.9 million) is not out of line with budgets of the Boston, Cleveland, District of Columbia, and other public library systems.

Given the present levels of state and federal support it is our expectation that it will take more than 30 years to achieve Level III guidelines. However, a significant change in national priorities from a war- to a peacetime economy, could result in much larger federal and state investments in solving library problems. The state plan for total library service is well conceived and positive, in line with national trends for the linking together of library systems. Despite immediate problems of funding the operating budget required to transform the main library so that it can assume its designated role, it would be unwise to plan new library facilities that could not meet the capacity requirements of that role.

TABLE 88

ESTIMATED ANNUAL OPERATING BUDGET BY LEVEL OF FUNDING
(thousands of 1970 dollars)

Year 2000
San Francisco Population 800,000

	I		II	III
	Present Level of City and BARC Funding	**Upgrade Level of Staffing, BARC at Present Level**	**Reduce Level III Guidelines or Extend Time Frame**	**Reach Level III Guidelines by Year 2000***
Operating Alternatives as Determined by Funding				
1. Per Capita Cost to City	$ 5.5	$ 7.1	$ 7.1	$ 8.7
2. City Annual Contribution	4,426	5,672	5,672	6,961
3. State/Federal Annual Contribution	211	211	1,000	1,289
Total Operating Cost	$4,637	$5,883	$6,672	$8,250

* Assumes that after upgrading of staffing, city shares cost 50/50 with state-federal funding.

TABLE 89

COMPONENTS OF ESTIMATED ANNUAL BUDGET REQUIRED TO ACHIEVE STATE PLAN GUIDELINES BY YEAR 2000

(number of staff or materials)

	1969-70*	1984-85	1999-2000
Major Components of Budget			
Staff			
Professional	149	236	247
Semi-Professional	33	76	79
Clerical-Support	82	187	193
Pages	75	143	151
Maintenance	31	30	30
Total	370	672	700
Books and Library Material Purchased During Year			
Hardcover Volumes	–	129,000	129,000
Microfilm and Microfiche Volumes	–	21,000	21,000
Paperback Volumes	–	22,000	22,000
Total Volumes	103	172,000	172,000
Subscriptions, Current	10,390	13,000	13,000
(thousands of 1970 dollars)			
Budget			
Operating Staff	$2,911	$5,332	$5,562
Maintenance	602	610	610
Equipment	1	10	10
Binding	55	75	75
Supplies and Operating Material	60	100	110
Books and Library Material Volumes— Hard Cover, Microfilm and Microfiche, Paperback, and Audio-Visual Materials	725	1,588	1,588
Subscriptions, Current Periodicals, Serials	72	150	150
Microfilmed Periodicals, Serials, Newspapers, Documents, and Miscellaneous Operating Costs	–	135	145
Total Budget	$4,426	$8,000	$8,250

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* Does not include federal money for BARC. This amounted to approximately **$850,535** for both staff and materials in 1967-71.

F. NEW CONCEPTS OF SERVICE AND TECHNOLOGY

The public library has served many purposes in the century of its existence in this country. At the core of the reason for its existence has been a mandate to provide the means for self-education and to provide a background resource to existing formal education efforts. With the exception of the programmed use of the public library by children, it has been largely left to the initiative of the individual to take advantage of the library's resources. Those that have been served have expressed their interest in resources and the library. In most instances the public library has attempted to respond to the expressed needs of its good customers by acquiring materials to better serve them. In a passive way this has led to serving clients better but not to creating new ones.

Recent years have witnessed a tremendous increase in the amount of information being produced and substantial beginnings in presenting the material in a variety of new formats. This has placed a severe burden on the library's ability to acquire and organize. It has placed an even greater burden on the library to disseminate or "merchandise" this information in meaningful fashion. It seems evident that these trends will continue and that success in coping with them will require new approaches and techniques.

Despite the problems besetting most major public libraries, library programs for the most part have not changed radically during the last 30 years. Here and there evidence exists of new approaches to solving internal operational problems and providing more responsive public services.

Many innovative approaches to solving internal operational problems and extending services to the public are experimental and temporary–involving very little, if any, structural change in the total system. Technological feasibility and concepts for a new approach to library services exist. However, day-to-day funding for implementing isolated experimental programs into a continuing, integrated new form of total library service is not available yet, at either the federal, state, or local levels.

There are a number of trends that will increasingly become a normal part of library operations and service. It is easier to implement these trends and new concepts in small, specialized, and amply funded special libraries than it is in large, under-funded public libraries.

There are nine areas in which innovation is taking place or is likely to take place within the next decade: technology, service to the disadvantaged, communications, inventory control, identity of user and nonuser, cooperative programs, new funding and staffing approaches, acceptance of an active role in the education process, and new media.

1. Technology

Several major public libraries are involved in mechanized book ordering and budgeting programs tied directly to book jobbers. A substantial number are participating in teletype networks. Experiments have been undertaken using telefacsimile. Circulation systems have been computerized, using transaction system which retain and purge records using either card or tape systems. Very limited attempts have been made in the area of information retrieval.

With the rapidly developing state of technology, there will be an increasing number of opportunities to upgrade services. Many major public libraries are strangling in areas where this technology can be of assistance. In the next two decades, many aspects of ordering, cataloging, processing, circulation control, budgeting, personnel records, and record keeping will make extensive use of the computer. The library will not need its own computer facility, but facilities planning must allow for consoles and sophisticated input as well as keypunch machines.

2. Service to the Disadvantaged

Recognition has been given to the problem of reaching out and extending service aggressively to individuals who because of lack of education, poverty, apathy, etc., do not view the library as being relevant to their needs. Many libraries are embarking on programs to reach the disadvantaged, for example, that conducted by the Queensboro Public Library. Public library service to the disadvantaged, the poor, the confined, and infirm, must make use of existing services and resources, must extend operations to bring materials and services to the user, must cooperate with community agencies and groups–coordinating their services with other library services.

Services to the disadvantaged require:

- Collection building in ethnic and nonwhite history,
- A flexible service program,
- Community participation in planning,
- Staff participation in community affairs,
- Participation by members of the community in the service programs themselves,
- Collection building in high interest, low vocabulary materials,
- Use of audio-visual materials, paperbacks, etc., and other new media, and
- A special approach to lost books and overdue fines.

3. Communication

One of the most important problems that every major public library faces is that of extending the strength of the central library's collections and services to the branches. The intensity of this problem varies with the disparity of strengths of the central library and individual branches and the difficulties encountered in traveling from branch service areas to the main library. Various studies have shown that many patrons in a branch service area will wait several days for service. In almost every survey encountered there is a significant percentage who will not or cannot wait. Telefacsimile can have a substantial impact, particularly on reference service in the branches. It tends to open up the possibilities of the reference department at central acting in the capacity of both a wholesaler and a retailer. It will also upgrade the level of reference service offered at branches. Closed circuit television and other developments in related fields are opening the possibility of extending their central services to the branches.

There is the case of a city university which, lacking a record collection, decided to use the record collection at the public library. Now both facilities share the same collection with service at the college offered through a tie-line to the public library. It would seem likely that a dial system in branches could tie them into a service offered from central. Listening stations with head sets would be available at the branches.

4. Inventory

One of the great lacks in offering citywide service from multiple locations is that much of the total collection is invisible at most of the locations. Patrons of branches are exposed to the materials contained within the branch itself; the card catalog tends to refer only to the branch holdings. Interloan activity between a branch and central and among the branches is relatively limited. Better communication and technology can reduce the gap. At present, most branches tend to be children oriented with the serious student, the professional, and the businessman requiring any degree of specialization, or collections in depth, turning to the central library. In many cities a serious bottleneck has resulted, with a large segment of the population "turned off." The exposing of the broad range of the collection to various outlets has been attempted in several ways:

- *The book catalog* has been attempted with varying degrees of success. In a large collection with substantial additions and deletions, updating and the cost involved are a serious consideration. Conversely, the book catalog is able to be placed in many more locations, including user subscription to selected portions or supplements to the card catalog.

- *Computerization of the card catalog* has been tried and in some cases accomplished—not, to our knowledge, for a total collection of a major public library. The cost of input has been prohibitive and time-consuming with libraries not certain in what form they would like to have output. Consoles require a degree of sophistication that would "tune out" a large segment of the population. They can, of course, be a librarian's or a student's tool since the latter group has been increasingly exposed to the use of consoles in schools. Essentially for public librarians at present, computerization would provide another means for providing a book catalog, with the added benefit of providing a searching device for a small segment of the users as well as the librarians. The development of COM–the preparation of output from computers bypassing the hard-copy stage and printing directly from microform at speeds up to 90,000 characters per second–offers a different solution. This industry, which is in its infancy, has experienced break-throughs in the past few years–the most notable being drastic price reductions. In a situation where many copies are required for many different locations, the first copy (the masterfiche) is expensive, but additional copies are at the rate of pennies each. A high-volume update, multilocation situation could provide catalogs on site that would be small in size and easier for the public to use than the console.

- *The development of MARC tapes* should allow for the cost of input to be sharply reduced and location information logged against the data when the item is received, and deleted when withdrawn. An offshoot of this approach will be to utilize the LC catalog of printed cards on microfiche (available from several sources) and use the computer to contain a location file which will relate to a frame number on the fiche.

- The design of a new library building must provide flexibility for *major changes in the form of the card catalog*. In the next decade it will be possible for libraries to develop the opportunity of turning away from the card catalog as it now exists.

- There are indications that several librarians are using *mail order service* to good advantage. Catalogs are mailed to potential users and requests are filled by mail. In our opinion, an aggressive library must develop new techniques for "merchandising." This relates in large measure to the form in which the inventory is held and how it is made available to the public.

5. Identification of the Library Patron

Most major public libraries have registration files that provide an address for the borrower for the sending of overdue notices and other library mail. For most major public libraries, the files do not serve as a clue to reader background (except for juvenile/adult or resident information), interests, or frequency of use. In some of the mechanized circulation systems, it is possible to record frequency of use and theoretically in some instances give an indication of what the reader tended to take out. However, some public libraries are just overcoming the problems of establishing and operating a Union registration file.

With the advance of technology, it should be a relatively simple matter to maintain a user file giving up-to-date information as to location of borrowers within the city, type of borrower, and user interests. If the registration file is tied in with a mechanized circulation system, information can be had on usage. A problem with the tie-in is the lack of a circulation system that will provide a book information input without patron participation in the charging effort. This log jam will be broken with a more extensive use of minicomputers and desk top input devices. The charge-out desk of the future will more closely resemble a shopping center charge-out operation. The person manning the charge-out station will create input with a key device.

6. Cooperative Programs

Most independent cooperative programs tend to center around activities such as centralized processing, collection building, interlibrary loan, and reciprocal borrowing privileges. In some situations, cooperative or federated systems have been established to provide a wide range of cooperative services. With the advent of state and federal funding, there is a continuing thrust to blur geographic boundaries and extend, combine, and improve services. BARC is such a system and the network envisioned by the State Library Plan provides a framework for these cooperative practices to continue.

7. New Funding and Staffing Approaches

It will be necessary in many special cases to utilize nonprofessional librarians and often individuals lacking degrees in certain kinds of library services. This approach will provide diverse skills and added relevance to library activities in unique neighborhood areas. A major public library must depend on funding from state and federal governments as well as local funding; in fact, it has been suggested in some quarters that libraries should be funded entirely by the state. The relationship of school libraries to public libraries is beginning to be questioned. The American Library Association's position is that both are needed and that the cleavage point is between curriculum oriented and noncurriculum oriented materials. Many communities are beginning to talk about a single system integrating school and public libraries. There are few instances where this is in practice.

Budgetary constraints and continuing worsening of the plight of the financial base of major cities will bring about more cooperation between these two agencies. Typically school libraries are weak in urban areas as compared with the public libraries. The emerging visibility and upgrading of school libraries, compared with their former status, has created a relationship problem.

8. Acceptance of an Active Role in the Education Process

Nonusers who lack motivation to use the library, or who lack the necessary reading skills, should be served by the library. This can take the form of cooperative reading classes and educational programs. A collection of audio-visual and high interest, low vocabulary materials to motivate marginal readers is an important responsibility of the public library. There is evidence throughout the country that some libraries are moving into this kind of activity and there is every indication that this trend will continue.

The library should also take an active role in continuing education programs for adults through cooperation with school and college programs. The use of systematic reading lists and programmed materials in conjunction with periodic availability of faculty from educational institutions for advisory services, could achieve economies of scale in an area of increasing need.

9. Media

Audio-visual materials provide an area of growth with which large public libraries will soon have to cope. Progressive libraries are beginning to be known as centers of all media, nonprint as well as print. School libraries and university libraries are ahead of public libraries in the effective use of audio-visual materials. In general, the buildings have not related to the integration of nonbook and book materials, and staff have been heavily book oriented rather than information oriented. Audio-visual departments in most large public libraries have been held separate and have been film oriented, providing services to groups.

It is rare when a public library spends 20% of its budget for nonbook material and most spend well under 10%. Within five years, this will have changed radically and future facilities must accommodate these changes.

It will be some time before information retrieval can be conducted by libraries using computers on a large scale. Public library facilities should be planned for the strategic location of several consoles to take advantage of the future possibilities for connecting to information data banks.

APPENDIX

TABLE A

ESTIMATED COST OF DEVELOPMENT ALTERNATIVE 1

Item		Library Use	Office Use	Public Parking	Total Use
Gross floor area		385,300 sq ft	164,700 sq ft	74,700 sq ft	624,700 sq ft
Basic building cost: $30.75/sq ft		$11,850,000	$5,065,000	$2,300,000	$19,215,000
Furnishings and equipment					
Library: 35% of basic building cost		4,150,000			4,150,000
Office: none			–		–
Parking: none				–	–
Contingencies: 10% of basic building cost		1,185,000	507,000	230,000	1,922,000
Demolition and site preparation		70,000	30,000	14,000	114,000
Pedestrian tunnel to BARTD station		140,000	60,000	–	200,000
Redesign of existing service ramp to Brooks Hall		45,000	21,000**	106,000**	172,000
Relocate Department of City Planning		52,000	23,000	10,000	85,000
	Subtotal	$17,492,000	$5,706,000	$2,660,000	$25,858,000
Architectural and professional fees: 10%		$ 1,749,000	$ 570,000	$ 266,000	$ 2,585,000
City administrative overhead: 2.75%		483,000	157,000	74,000	714,000
Total Estimated Cost:	January 1971	$19,724,000	$6,433,000	$3,000,000	$29,157,000
	January 1972*	21,696,000	7,076,000	3,300,000	32,072,000
	January 1973*	23,866,000	7,784,000	3,630,000	35,280,000
	January 1974*	$26,252,000	$8,562,000	$3,993,000	$38,808,000

* Assumed inflation rate of 10% per year.

** Includes contingency for third underground level.

Source: John S. Bolles Associates.

TABLE B

ESTIMATED COST OF DEVELOPMENT ALTERNATIVE 1A LIBRARY AT 475,000 SQUARE FEET–YEAR 2000

Item	Library Use	Office Use	Public Parking	Total Use
Gross floor area	385,300 sq ft	90,000 sq ft	74,700 sq ft	550,000 sq ft
Basic building cost: $30.75/sq ft	$11,850,000	$2,765,000	$2,300,000	$16,915,000
Furnishings and equipment				
Library: 35% of basic building cost	4,150,000			4,150,000
Office: none		–		–
Parking: none			–	–
Contingencies: 10% of basic building cost	1,185,000	277,000	230,000	1,692,000
Demolition and site preparation	70,000	16,000	14,000	100,000
Pedestrian tunnel to BARTD station	140,000	60,000	–	200,000
Redesign of existing service ramp to Brooks Hall	45,000	–	20,000	65,000
Relocate Department of City Planning	52,000	13,000	10,000	75,000
Subtotal	$17,492,000	$3,131,000	$2,574,000	$23,197,000
Architectural and Library Consultant fees: 10%	$ 1,749,000	$ 313,000	$ 258,000	$ 2,320,000
City administrative overhead: 2.75%	483,000	86,000	71,000	640,000
Total Estimated Cost: January 1971	$19,724,000	$3,530,000	$2,903,000	$26,157,000
January 1972*	21,696,000	3,883,000	3,193,000	28,772,000
January 1973*	23,866,000	4,271,000	3,513,000	31,650,000
January 1974*	$26,233,000	$4,695,000	$3,861,000	$34,789,000

* Assumed inflation rate of 10% per year.

Source: John S. Bolles Associates.

TABLE C

ESTIMATED COST OF DEVELOPMENT ALTERNATIVE 2A

Basic building cost: 330,000 sq ft @ $30.75		$10,148,000
Furnishings and equipment: 35% of basic cost		3,550,000
Demolition and site preparation:		
a. Demolish existing building 163,000 sq ft @ $5	$915,000	
b. Demolish existing building at 45 Hyde Street 45,000 sq ft @ $1.50	70,000	
c. Site work	100,000	
Total		$ 1,085,000
Contingencies: 10% of basic cost		1,015,000
Subtotal		$15,798,000
Architectural and professional fees: 10%		$ 1,580,000
City administrative overhead: 2.75%		435,000
Total	January 1971	$17,813,000
	January 1972*	19,594,000
	January 1973*	21,554,000
	January 1974*	23,591,000

* Assumed inflation rate of 10% per year.

Source: John S. Bolles Associates.

TABLE D

ESTIMATED COST OF DEVELOPMENT ALTERNATIVE 2B

Remodel Existing Main Library Building

1.	Alterations and refurbishing: 163,000 sq ft @ $10	$1,630,000	
2.	Infill courts: 16,000 sq ft @ $35	560,000	
	Subtotal	$2,190,000	
3.	Contingencies: 15%	$ 329,000	
4.	Infilled courts: furnishings and equipment: 35%	767,000	
5.	New elevators: (2)	90,000	
	Subtotal	$3,376,000	
6.	Architectural and professional fees: 10%	338,000	
7.	City administrative overhead: 2.75%	93,000	
	Total		$ 3,807,000

Construct New Addition (121,000 sq ft)

1.	Basic building cost: $35/sq ft	$4,235,000	
2.	Furnishings and equipment: 35%	1,482,000	
3.	Demolition and site preparation	170,000	
4.	Contingencies: 10% of basic building cost	424,000	
	Subtotal	$6,311,000	
5.	Architectural and library consultant fees: 10%	$ 631,000	
6.	City administrative overhead: 2.75%	173,000	
	Total		$ 7,115,000

Estimated Total Development Cost

January 1971	$10,922,000
January 1972*	12,014,000
January 1973*	13,216,000
January 1974*	$14,526,000

* Assumed inflation rate of 10% per year.

Source: John S. Bolles Associates.

TABLE E

ESTIMATED COST OF DEVELOPMENT ALTERNATIVE 3

Item	Library Use	Public Parking	Total Use
Remodel Existing Main Library Building			
1. Alterations and rehabilitation 163,000 sq ft @ $10	$ 1,630,000	–	$ 1,630,000
2. Contingencies: 10%	163,000	–	163,000
3. New elevators: (2)	90,000	–	90,000
Subtotal	$ 1,883,000	–	$ 1,883,000
4. Architectural and library consultant fees: 10%	$ 188,000	–	188,000
5. City administrative overhead: 2.75%	52,000	–	52,000
Total	$ 2,123,000	–	$ 2,123,000
Construct New Building			
1. Basic building cost: $30.75/sq ft	$12,300,000	$4,615,000	$16,915,000
2. Furnishings and equipment: 35%	4,300,000	–	4,300,000
3. Contingencies: 10%	1,230,000	462,000	1,692,000
4. Demolition and site preparation	75,000	25,000	100,000
5. Pedestrian tunnel to BARTD station	200,000	–	200,000
6. Pedestrian tunnel to existing library	150,000	–	150,000
7. Redesign of existing service ramp to Brooks Hall	44,000	21,000	65,000
8. Relocate Department of City Planning	51,000	24,000	75,000
Subtotal	$18,350,000	$5,147,000	$23,497,000
9. Architectural and professional fees: 10%	$ 1,835,000	$ 515,000	$ 2,350,000
10. City administrative overhead: 2.75%	505,000	140,000	645,000
Total	$20,690,000	$5,802,000	$26,492,000
Total Cost, Alternative 3			
January 1971	$22,813,000	$5,802,000	$28,615,000
January 1972*	25,094,000	6,382,000	31,476,000
January 1973*	27,605,000	7,020,000	34,624,000
January 1974*	$30,341,000	$7,717,000	$38,058,000

* Assumed inflation rate of 10% per year.

Source: John S. Bolles Associates.